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COORDINATION QUESTIONS: MULTISECTORAL COLLABORATION ON TOBACCO OR HEALTH

Progress made in the implementation of multisectoral collaboration on tobacco or health

Report of the Secretary-General

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I. BACKGROUND

1. At its substantive session of July 1993, the Economic and Social Council adopted resolution 1993/79 on multisectoral collaboration on tobacco or health. In operative paragraph 3 of that resolution, the Council requested the Secretary-General to seek the full collaboration of the World Bank, the Food and Agriculture Organization of the United Nations (FAO), the General Agreement on Tariffs and Trade (GATT), the International Labour Organization (ILO), the United Nations Conference on Trade and Development (UNCTAD), the United Nations Development Programme (UNDP), the United Nations Industrial Development Organization (UNIDO), the World Health Organization (WHO), other United Nations organizations and other international organizations, as appropriate, in contributing to the successful implementation of effective comprehensive strategies through multisectoral collaboration among international agencies.

2. In paragraph 4, the Council requested the Secretary-General to establish, under the auspices of WHO and within existing resources, a focal point, within existing institutions of the United Nations system, on the subject of multilateral collaboration on the economic and social aspects of tobacco production and consumption, taking into particular account the serious health consequences of tobacco use.

3. In paragraph 5, the Council suggested that the multisectoral collaboration coordinated through the United Nations system focal point seek to offer practical advice and assistance to Member States, at their request, on how they could implement or strengthen comprehensive national tobacco control strategies.

4. In paragraph 8, the Council requested the Secretary-General to ensure that each contributing agency, in consultation with concerned Member States, together with the focal point, develop individual plans of work, setting out deadlines and achievement milestones, for its contribution to multisectoral collaboration on tobacco or health that would lead to a rapid reduction in the burden of disease and death caused by the tobacco pandemic, while giving due consideration to any economic adjustments that might arise from a reduction in the demand for tobacco products.

5. Given the UNCTAD mandate in the area of commodities and the need to examine the economic adjustments that countries may need to undertake in the follow-up to the resolution, a focal point within UNCTAD was designated to undertake the coordination and follow-up responsibilities emanating from Council resolution 1993/79.

II. FOLLOW-UP TO THE IMPLEMENTATION OF COUNCIL RESOLUTION 1993/79

6. Communications were sent to all ACC member bodies and participants to inform them about both the contents of Council resolution 1993/79 and the establishment of a focal point within UNCTAD, as well as to seek their full collaboration, as appropriate, in contributing comprehensive strategies in the area of tobacco or health through multisectoral collaboration among themselves.

The letter also requested each contributing agency to develop individual plans of work for its contribution to multisectoral collaboration on tobacco or health. Subsequently, two further communications were sent out to all agencies by the focal point, offering cooperation in preparing the individual plans of work requested in the resolution. At the time of preparation of the present report, 20 replies had been received.

A. Summary of exchanges of correspondence and direct contacts with all ACC bodies and organizations and bodies of the United Nations system

7. Of the 36 organizations and bodies contacted (see list in annex I), so far 20 have sent replies, of which six submitted individual plans of work or equivalent documentation (FAO, the International Civil Aviation Organization (ICAO), UNCTAD, the United Nations Children's Fund (UNICEF), UNIDO and WHO), while five (the ILO, the World Bank, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Trade Centre (ITC) and the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat) manifested a keen interest in cooperating with WHO and the focal point in the development of programmes to reduce tobacco consumption.

8. A number of other organizations and bodies, namely the Economic Commission for Europe (ECE), the Economic Commission for Latin America and the Caribbean (ECLAC), the Economic Commission for Asia and the Pacific (ESCAP), the International Maritime Organization (IMO), UNDP, the United Nations Environment Programme (UNEP), the United Nations Population Fund (UNFPA), the World Food Programme (WFP) and the World Meteorological Organization (WMO), while supportive of the aims of Council resolution 1993/79, considered that the scope of work fell outside their areas of competence or that they had neither mandates nor resources to submit individual plans of work.

1. World Health Organization

(a) The problem

9. Currently, tobacco use is estimated to account for 3 million deaths per year, about two thirds of those occurring in the developed world, where the cumulative exposure (primarily to smoking) has been much higher than in the developing world. Over the past decade, there have been very significant changes in consumption patterns in many developing countries, with an increase in consumption and the prevalence of smoking.

10. Given those trends, the annual number of tobacco-related deaths at the global level is expected to rise dramatically from 3 million to about 10 million by the 2020s. Only if there were a very substantial fall in smoking prevalence would that pandemic of smoking-induced deaths be tempered.

(b) WHO response: tobacco or health programme

11. As early as 1970, the World Health Assembly expressed concern at the serious health effects of smoking. It also requested the Director-General of WHO to bring to the attention of FAO the need for studying crop substitution in tobacco-producing countries.

12. Since then, a number of World Health Assembly resolutions have been adopted as a clear demonstration of the ongoing concern of WHO and the ethical and political priority given to the health and socio-economic consequences of tobacco production and consumption.

13. In response to World Health Assembly resolution WHA41.25, a Plan of Action on Tobacco or Health for 1988-1995 was developed, setting up the contents and directions of WHO in the field of tobacco control and including a description of the main components of the WHO programme in the field of tobacco control: the development and strengthening of comprehensive national tobacco control programmes, advocacy, health education and public information, and clearing-house and data centre activities.

14. WHO has endeavoured to move the tobacco or health agenda towards the problem of protecting the developing countries, which can still avoid the looming tobacco epidemic. Finally, a global strategy of health protection and promotion will give priority to women and children.

(c) Activities planned for 1994

15. The following activities are planned in the area of national tobacco control:

(a) Preparation of a draft publication on guidelines for tobacco control and epidemiological surveillance, intended mainly for use by public health officials in WHO regional offices and member States;

(b) Collaboration in the development and strengthening of national tobacco control programmes, including on-site assistance, in Member States, upon request. Priority will be given to developing countries and countries of central and eastern Europe.

16. The following advocacy activities are planned:

(a) Publication and distribution of printed and other audiovisual materials in support of World No-Tobacco Day 1994: "The media and tobacco: getting the health message across";

(b) Publication and distribution of the quarterly WHO/TOH newsletter Tobacco Alert;

(c) Promoting the implementation of the WHO resolution in which the World Health Assembly called for a ban on the sale and use of tobacco products in the United Nations workplace;

(d) Providing support to:

(i) The United Nations Secretariat and UNCTAD for the operation of the United Nation focal point on tobacco, as called for in Council resolution 1993/79;

(ii) ICAO, in the implementation of the WHO resolution in which the World Health Assembly called for a ban on smoking on international flights by 1 July 1996;

(iii) The World Bank, in implementing tobacco control activities, as set out in its World Development Report 1993: Investing in Human Health.

17. The following clearing-house and data centre activities are planned:

(a) Preparation of a first draft of a world atlas on tobacco or health;

(b) Preparation of a variety of data analyses and information materials to support advocacy and tobacco control activities;

(c) Participation in the development of a world-wide network of prospective studies on tobacco or health in developing countries and the improvement of assessments of the global and regional burden of disease due to tobacco use.

(d) Resources

18. The above-mentioned activities will be accomplished with current resources from the WHO regular budget and extrabudgetary funds from various sources.

19. All WHO regional offices are very active in supporting the tobacco control efforts of Member States and provide support in such areas as the sponsorship of regional meetings, the distribution of publications dealing with tobacco control subjects and the eventual employment of consultants.

(e) Achievements and milestones

20. Several countries have tobacco control programmes and are very active in the effort to promote a tobacco-free society and to establish the non-use of tobacco as normal social behaviour. However, only a limited number could be seen as promoting comprehensive programmes as described in WHO resolutions WHA39.14 and WHA43.16.

21. Therefore, WHO will seek to increase the number of countries with national programmes for the prevention and reductions of tobacco use to 50 per cent of member States by the year 2000.

2. Food and Agriculture Organization of the United Nations

22. FAO work on tobacco on behalf of member Governments falls into two broad areas, namely production and marketing.

23. Because of its relatively high price, short production cycle and suitability for using surplus labour, tobacco is often a very attractive crop for smallholders. However, if the production and use of tobacco are to be reduced because of its negative health effects world wide, producers, especially smallholders, will need to diversify their production systems in favour of other high-return cash crops in order to protect their livelihoods. Since it is unlikely that any single crop could replace tobacco as a comparable income source, it is necessary to consider a wide range of lesser cash crops to serve specialized market niches. FAO stands ready, subject to the availability of funds, to respond to the request of any member Government wishing to investigate options for diversification away from tobacco products.

24. In its commodity analysis work, FAO regularly monitors the marketing situation and outlook for tobacco and can provide, on request, information on market opportunities for alternative crops.

25. In its response, FAO also suggested that the focal point on tobacco or health should make concrete proposals for inter-agency consultation and system-wide collaboration, taking into account the fact that individual plans of work are already being developed within the programmes of work and budgets of the various agencies, although those plans refer to sectoral activities. The question is how to advance a multisectoral programme. The need to coordinate such work with that undertaken in the follow-up to chapter 6 of Agenda 21, entitled "Protecting and promoting human health", for which WHO has been designated task manager should also be taken into account. In addition, poverty and malnutrition may be linked to greater health risks for a larger number of people (particularly in developing countries) than tobacco, a question that multisectoral priorities may have to take into account.

26. FAO also submitted a position paper on tobacco cultivation, which was drawn up some years ago and still serves as the current guideline for FAO work in the sub-sectors (see annex II).

3. United Nations Conference on Trade and Development

27. The UNCTAD secretariat is in the process of preparing a report in pursuance of paragraph 6 of Council resolution 1993/79, in which the Council suggested that a review of and recommendations concerning the impact of tobacco production on the economy of tobacco-producing countries, in particular those that depend on tobacco as a major source of income, as well as the impact of tobacco consumption on health, be included in the multisectoral collaboration work coordinated by the focal point.

28. The UNCTAD report will deal exclusively with the economies of tobacco producing countries and will cover the following areas:

(a) Production and export earnings: involving a detailed analysis of national and global statistics of the tobacco sector;

(b) Income, employment and resources used in tobacco production and manufacturing: growers' and manufacturers' earnings and total earnings

expressed as percentages of GDP; net returns of costs; discussion of labour and skills; analysis of the workforce and/or workers dependent on income from tobacco; numbers employed expressed as a percentage of national workforce and/or those dependent as percentage of total population; discussion of the size of holdings, tenure and distribution of benefits, regional and social significance of production and manufacturing etc.; wood and other fuels used in flue curing; irrigation and other resources used;

(c) Government revenue from tobacco and subsidies for tobacco production: taxation at all levels and income from State-run marketing boards; discussion of taxation of ancillary services; revenues directly and indirectly derived from tobacco expressed as a percentage of total government revenues and allocation of tax revenues; subsidies through agricultural support programmes etc.

29. Furthermore, depending on the availability of extrabudgetary resources, the UNCTAD secretariat envisages making a contribution to the implementation of the objectives listed in operative paragraph 7 of Council resolution 1993/79, in which the Council invited Member States and organizations of the United Nations system to develop a range of options, including bilateral and effective multilateral collaboration on the agricultural diversification or development of other economic alternatives to tobacco agriculture, as appropriate, to assist economies for which tobacco is a major export and where demand for their tobacco products has decreased as a result of successful strategies for tobacco control.

4. United Nations Children's Fund

(a) Policy/strategy

30. UNICEF will continue to place the prevention of the use of tobacco substances within the overall context of its current programming efforts to promote and maintain the health and development of children and youth. Children, as defined by the Convention on the Rights of the Child, suffer from both the direct and also the indirect effects of tobacco use. In view of the relationship between tobacco use and other youth health lifestyle issues, including the abuse of alcohol, illicit substance use and sexual issues such as human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), unintentional teenage pregnancies and sexually transmitted diseases (STDs), UNICEF has adopted a comprehensive and integrated approach to responding to the problem.

31. Priority target populations will include children and youth both in and out of school and children and youth in especially difficult circumstances, particularly street children and youth.

32. UNICEF has identified a number of strategic programming countries (SPCs), in which exceptional efforts will be made to accelerate programming that responds to the needs and concerns of young people in order to demonstrate proof of principle and develop the UNICEF programming approach in the area of youth health and development. Those SPCs will in turn be provided with a process of peer support and review through technical support groups (TSGs), which meet

regularly on a time-limited basis and include relevant staff from UNICEF, WHO and key organizational and technical partners.

33. TSGs with specific relevance to tobacco use are Youth Health and Development Promotion (YHD), School-based Interventions (SBI), and Mass Communication and Mobilisation (MCM). The following strategic programming countries or areas are involved: Bangladesh, Chile, Mali, Mauritania, Morocco, the Philippines, Rwanda and Uganda, (YHD); Burundi, Cameroon, the Caribbean, Sri Lanka, Thailand and Zimbabwe (SBI); Côte d'Ivoire, Egypt, Honduras, Kenya, Senegal and South Africa (MCM). Key organizational and technical partners include WHO (Adolescent Health Programme, Division of Mental Health, Division of Health Education, and Global Programme on AIDS), the Pan American Health Organization, UNESCO, the World Bank and the Young Women's Christian Association.

(b) Actions planned

34. Data collection at the national level will continue through the situation analyses that are being initiated or are under way in the SPCs. Those situation analyses bring together the health, education and youth sectors (both governmental and non-governmental), young people and key partners in order to identify the most important unmet needs and define priorities for action. Policy reviews are also being undertaken in order to identify ways to create a social and political environment that is more supportive to the health and development of children and youth.

35. Programmes (including relevant training and operational research) that focus on the health and development of youth will continue to be strengthened and developed, both in and out of school. That will also involve the use of the media to raise issues for dialogue and debate in society at large, issues related to the social values and norms that underlie many of the problems that young people face, including substance use and abuse.

36. Particular emphasis will be placed on skills-based education; improving referral and the utilization by young people of quality services, including school health services and counselling; strengthening the participation of young people in all stages of programme development and contributing to the development of partnerships between youth and adults; and mobilizing youth and women's organizations and strengthening the linkages between them and the people responsible for planning and providing services in the health, social welfare and education sectors.

37. The many UNICEF programmes that focus on children and youth in especially difficult circumstances will continue to strengthen the components of their programmes that focus on tobacco issues.

38. At a global level, UNICEF will continue to take advantage of opportunities for advocacy on the issue of tobacco through the Office of the Executive Director and through strengthening relevant sections of publications that are currently produced and disseminated by UNICEF, including Facts for Life, The Progress of Nations, and The State of the World's Children. Additional efforts will also be made to explore the likely impact of tobacco use on the achievement

of the goals of the World Summit for Children. UNICEF will participate in the forthcoming International Conference on Tobacco or Health, to be held in Paris in October 1994.

39. Finally, UNICEF will continue its current strategy of mobilizing and linking with other organizations. It will strengthen its existing partnerships and identify new opportunities for collaboration, both with other intergovernmental organizations and also with non-governmental organizations that focus on health and development tobacco use.

5. United Nations Industrial Development Organization

(a) Position on tobacco or health programmes

40. UNIDO is ready, subject to the availability of funds, to provide advice to Member States at their request, in accordance with Council resolution 1993/79.

41. UNIDO fully agrees that a review of and recommendations concerning the impact of tobacco production on the economy of tobacco-producing countries be included in the multisectoral collaboration work coordinated by the focal point.

42. However, the UNIDO position on the reduction of tobacco production is based on the fact that tobacco growing is just one component in an agro-industrial system and that any adequate alternative must address all aspects of the entire system, including the marketing aspect.

43. Therefore, UNIDO would suggest preparing a comprehensive study on the impact of the entire tobacco agro-industrial system on the economies of countries involved in its production, in terms of agricultural and industrial outputs, contribution to the gross domestic product and the national budget, tax revenues, and employment in both the agricultural and the industrial sectors. While phase I of such a study should deal with the agricultural aspects of the tobacco industry and would probably be best undertaken by FAO, phase II should deal with all aspects concerning the manufacturing industry and would thus fall within the agro-based industries field of activities of UNIDO.

(b) Activities planned for 1994

44. The following activities are planned:

(a) UNIDO will hold discussions with the focal point of the United Nations system at UNCTAD, Geneva, concerning the preparation and implementation of phase I of the above-mentioned study;

(b) As to phase II of the study, UNIDO will prepare and submit to donor countries a project document that will examine the impact of tobacco reduction on the GDP of selected tobacco growing and processing countries, with special emphasis on developing countries. Phase II of the study will evaluate industrial outputs, the contribution to gross domestic product and to the national budget etc. It will also evaluate the impact of tobacco reduction in

terms of jobs and taxes and will propose practical alternatives in the area of high value-added agro-industrial processed products;

(c) UNIDO will also provide support to:

(i) The United Nations Secretariat and UNCTAD, in all activities undertaken by the United Nations focal point on tobacco or health;

(ii) The World Bank, in implementing tobacco control activities, as stated in its World Development Report 1993: Investing in Human Health.

(c) Resources

45. The activities described in paragraph 44 above will be implemented with current resources from the UNIDO regular budget, with the exception of the project mentioned under subparagraph (b), which will be subject to the availability of extrabudgetary funds.

6. International Civil Aviation Organization

46. The Assembly of the International Civil Aviation Organization (ICAO), at its twenty-ninth session, on 8 October 1992, adopted resolution A29-15, entitled "Smoking restrictions on international passenger flights" (see annex III). Given the fact that 7 December 1994 marks the fiftieth anniversary of the signing of the Convention on International Civil Aviation in Chicago, a date declared International Civil Aviation Day, the ICAO Secretary-General has called on Member States to take steps by that date towards implementing the smoking ban for all flights.

47. At the present time, ICAO is complying with the request of its Assembly that the ICAO Council intensify its studies into the safety aspects of banning smoking on board aircraft. As part of those studies, the ICAO secretariat is sending a questionnaire to ICAO member States asking for information on their experience, concerns, views and intentions related to smoking bans on board aircraft. It plans to complete its analysis of States' replies by May 1994, at which time it will be able to report further on the findings from the study.

48. In the same resolution, the ICAO Assembly also requested the ICAO Council, with the assistance and cooperation of WHO, to take appropriate measures to promote a smoke-free travel environment on all international flights. ICAO is fully committed to the United Nations multisectoral collaboration on tobacco or health.

7. International Labour Organization

49. ILO indicated that as a tripartite organization in which workers' and employers' organizations are represented on an equal footing with Governments, its contribution to the joint effort would consist principally in helping to make relevant information available to workers and employers. Although it will

not be submitting a specific work plan, it stands ready to promote widespread public awareness of multisectoral collaboration in the area.

8. United Nations Educational, Scientific and Cultural Organization

50. UNESCO noted that its programme against drug abuse is aimed at the prevention through education of the abuse of both illicit and licit drugs, including tobacco. In conformity with the orientation of that programme, UNESCO has supported the actions of other institutions on tobacco control. In addition, the UNESCO Medical Service, in cooperation with the Preventive Education Unit and the Bureau of Personnel, has set up a task force to reflect upon the programme of tobacco in the workplace. A survey among staff members resulted in a partial restriction on smoking within UNESCO, as decided by the Director-General. UNESCO is ready to cooperate with the focal point in matters relevant to education for the prevention of the abuse of tobacco in fulfilment of Council resolution 1993/79.

9. United Nations Secretariat

51. The Statistical Division of the United Nations Secretariat (UNSTAT) has worked closely for many years with WHO to improve the compilation and dissemination of statistics on tobacco production, consumption and trade, and on the incidence of smoking. Available data are published regularly in general statistical publications, such as the Statistical Yearbook, The World's Women: Trends and Statistics, Compendium of Social Statistics and Indicators and the Industrial Statistics Yearbook. UNSTAT is also considering publishing available data in its Women's database (WISTAT), to be issued in 1994. UNSTAT also provides WHO with general economic and social data for the analysis of tobacco and smoking in their social and economic context. Thus, UNSTAT would like to be actively involved in any multisectoral activities undertaken in the field pursuant to Council resolution 1993/79 with a view to further developing that very important area of statistics.

B. Summary of responses from other intergovernmental organizations

52. In addition to the above-mentioned organizations and bodies of the United Nations system, the focal point also contacted the following 31 intergovernmental organizations, of which those marked with an asterisk had replied at the time of the preparation of the present report:

African, Caribbean and Pacific Group of States

African Development Bank*

Arab Bank for Economic Development in Africa

Arab Fund for Economic and Social Development*

Arab League Educational, Cultural and Scientific Organization

Arab Organization for Agricultural Development

Arab Maghreb Union

Asian Development Bank

Board of the Cartagena Agreement*

Caribbean Community*

Caribbean Development Bank*

Commonwealth Secretariat*

Cooperation Council of the Arab States of the Gulf*

Council of Arab Economic Unity

Economic Community of the Great Lakes Countries

Economic Community of West African States

European Free Trade Association

European Union*

Inter-American Development Bank*

International Bank for Economic Cooperation

International Investment Bank

Islamic Development Bank*

Latin American Economic System*

Latin American Integration Association

OPEC Fund for International Development*

Organization for Economic Cooperation and Development

Organization of African Unity*

Organization of American States

Permanent Observer of the League of Arab States

Permanent Secretariat of the General Treaty on Central American Economic Integration

West African Economic Community

53. In general, the organizations contacted were supportive of the text and objectives of the Council resolution 1993/79.

54. The European Commission welcomes the United Nations initiative on tobacco or health and hopes that it will be able to contribute to the furtherance of Council resolution 1993/79 within the European region.

55. The European Commission has for several years now been involved in the fight against tobacco use within the framework of its "Europe against cancer" programme. The European Council, in July 1986, adopted a programme of action of the European Community against cancer. The success of the first action plan (1987-1989) led to the adoption of a second action plan (1990-1994), and a proposal for a third action plan (1995-1999) has recently been adopted by the European Commission and should be formally adopted by the Council by the end of 1994.

56. The Commission has supported the fight against smoking in the Member States of the European Union through a wide variety of measures. In particular, a number of legislative measures have been adopted aimed at controlling the use of tobacco products, including directives of the European Council that regulate the labelling of tobacco products and the tar content of cigarettes, the banning of advertising tobacco products on television in all European member States since October 1991, as well as a resolution that invites Member States to adopt measures to restrict smoking in public places.

57. The "Europe against cancer" programme has also done much to encourage greater exchange of information and cooperation between organizations involved in the fight against smoking in the various member States. Those organizations generally meet twice a year at the regional level under the auspices of the cancer programme.

58. In 1988 the European Bureau for Action on Smoking Prevention (BASP) was created in the framework of the "Europe against cancer" programme and is now established as a centre of information on the fight against smoking in Europe.

59. The African Development Bank, the Caribbean Development Bank, the Inter-American Development Bank and the Islamic Development Bank replied that although they had provided some financing to tobacco activities in the past, they had stopped supporting tobacco projects. The Caribbean Development Bank reported that a loan had been made to a company engaged in tobacco operations to assist it in diversification away from tobacco. The Islamic Development Bank noted that Turkey was the only member of the Bank that produced tobacco and that its production was becoming less significant. It also reported that the Bank had been encouraging its staff to quit smoking and that it expected smoking to be eventually eliminated on the premises of its headquarters.

60. The Caribbean Community had adopted specific policy decisions to tackle the problems of drug and substance abuse. The Commonwealth health ministers discussed the topic of tobacco or health in their pre-World Health Assembly meeting in 1990 and their comments were later incorporated into the resolution adopted by the World Health Assembly of May 1992. The ministers of finance of the Cooperation Council of the Gulf Arab States, at their 32nd meeting, held in November 1992, decided that all member countries should levy a 50 per cent tariff rate or its equivalent on all types of tobacco and its derivatives. The Organization of African Unity indicated its willingness to cooperate in the implementation of Council resolution 1993/79.

61. The Arab Fund for Economic and Social Development, the Board of the Cartagena Agreement, the Latin American Economic System and the OPEC Fund for International Development indicated that their mandates did not include specific reference to tobacco.

C. Summary of responses from non-governmental organizations

62. Finally in compliance with operative paragraph 3 of Council resolution 1993/79, 56 relevant non-governmental organizations were contacted and replies were received from the following 20:

American Cancer Society

Action on Smoking or Health

L'Association africaine d'Education pour le Développement

Le Comité National français contre le Tabagisme

European Bureau for Action on Smoking Prevention

European Medical Association Smoking or Health

International Committee of the Red Cross

International Council on Alcohol and Addictions

International Council of Jewish Women

International Olympic Committee

International Organization of Consumers Unions

International Organization for Standardization

International Society and Federation of Cardiology

International Union against Cancer

International Union against Tuberculosis and Lung Disease

Non-Smokers' Rights Association

Women's International League for Peace and Freedom

World Conference on Tobacco and Health

World Organization of the Scout Movement

World Vision International

63. All the above-mentioned organizations welcomed the adoption of Council resolution 1993/79 and most of them showed a strong interest to further cooperate with the focal point. In their replies, they gave an account of their activities related to tobacco or health and gave information of their plans of work for the future. Their main activities are summarized below.

64. The American Cancer Society has developed a very comprehensive three-year plan of work on tobacco control that covers the areas of taxation, laws and regulations on clean indoor air, laws on the sale and distribution of tobacco to minors, the promotion of tobacco control at worksites, tobacco cessation initiatives, information on tobacco control and support to tobacco control programmes.

65. Action on Smoking or Health (ASH) of the United Kingdom of Great Britain and Northern Ireland collects and provides information on tobacco-related issues and is routinely consulted on smoking topics by government departments, parliamentary committees and members of parliament. It writes letters to ministers, public bodies, companies and the press. It holds press conferences, issues a twice-monthly bulletin and several other publications. In the last two years, ASH has concentrated very heavily on the issues of tobacco advertising and tobacco taxes, at both the national and European levels.

66. The Association africain d'éducation pour le développement, based at Lomé, Togo, is deeply concerned at tobacco-related problems and is continuously developing public awareness on the issue through its bulletin Famille et Santé.

67. The Comité National français contre le Tabagisme is at present trying to implement in France the second action plan proposed by WHO; it has prepared a French language version of the plan and has distributed it widely among decision makers.

68. The European Bureau for Action on Smoking Prevention (BASP), with headquarters in Brussels, works as a centre of information on the fight against smoking in Europe. It collects and distributes information on smoking prevention activities catering to a large number of organizations and individuals involved in the fight against smoking in the countries of the European Union. It publishes both a quarterly newsletter and special reports and responds directly to inquiries. BASP also plays an advisory role to the Commission of the European Communities concerning the actions undertaken by the "Europe against Cancer" programme in the fight against smoking.

69. The European Medical Association Smoking or Health, based in Bordeaux, has created a network of people throughout Europe who can encourage health professionals in the campaign against smoking. Its aims are to convince health professionals that smoking is part of their medical field, to assist health professionals in helping their patients to stop smoking, to facilitate the prevention of smoking, to participate in health education and reform, to stimulate anti-smoking regulations in members' own countries, to promote a European policy against tobacco and to remind health professionals that they should set an example by being non-smokers.

70. The International Committee of the Red Cross welcomed the adoption of the resolution but indicated that its mandate did not include any specific reference to tobacco.

71. The International Council on Alcohol and Addictions (ICAA), based at Lausanne, Switzerland, had established a Section on Tobacco Dependence in 1992. One of the specific tasks spelled out for the Section is the promotion of an increasing awareness of the various aspects of tobacco dependence. It organized a plenary session on tobacco dependence at the Twentieth International Institute on the Prevention and Treatment of Drug Dependence, held in São Paulo, Brazil, in 1993. Future activities will concentrate on organizing scientific meetings to tackle research issues in the area of tobacco dependence at ICAA Institutes and Congresses.

72. The International Council of Jewish Women (ICJW), with headquarters in Ontario, is dealing with such subjects as education, health and welfare, environment, the status of women, youth and successor generations and is deeply concerned with the health and well-being of men, women and children world wide. Several ICJW resolutions have been adopted on the subject of drugs, alcohol and tobacco abuse, encouraging its numerous affiliates all over the world to work nationally and locally to support programmes of research, prevention, treatment rehabilitation and education for the problems of drug, alcohol and tobacco abuse and addiction.

73. The International Olympic Committee is interested in health aspects in general; together with WHO, it sponsored a conference on the theme "Sport for all and health for all", held in March 1994. For their part, the organizing committees of the Olympic Games are campaigning for "Tobacco-free zones".

74. The International Organization of Consumers Unions (IOCU), based in London, has a long history of campaigning against tobacco use. Through its offices in Latin America, Africa, Asia and the Pacific, its programmes for the developed economies and for economies in transition, and its 180 members world wide, it is in a strong position to campaign against smoking and to educate people about the dangers of tobacco. IOCU participates at congresses and workshops on anti-tobacco promotion and control strategies and carries out training and other activities.

75. The International Organization for Standardization (ISO), with headquarters in Geneva, reported that contacts were made between WHO and the ISO central secretariat at the end of 1993 in order to establish cooperation. It also suggested the appointment of an ISO representative to the focal point at UNCTAD.

76. The International Society and Federation of Cardiology, based in Geneva, carries out activities related to physicians and their role in the care of patients and the general public. It has conducted a study on the subject of smoking habits and physicians' attitudes towards smoking. It offers advice to member organizations on how to implement programmes against smoking. It has set up a small working group to work further on the issues of physicians and smoking prevalence.

77. The International Union against Cancer (IUAC), based in Geneva, is working with its 250 member organizations in over 80 countries in collaboration with governmental and non-governmental international agencies to change attitudes to tobacco use in society and to promote a comprehensive strategy to eradicate tobacco production, sales, promotion and use throughout the world. The IUAC Programme on Tobacco and Cancer was established in 1976 with the objectives of promoting an agreed international policy on tobacco control and providing expertise to advise on the analysis of local problems and the development of national programmes. The Programme has become a coordination centre for activities related to tobacco control throughout the world. Through international and national conferences, workshops, symposia and consultative visits, the IUAC provides assistance to member organizations and regional or national coordination groups in all matters related to the tobacco problem. Thanks to its International Computer Network Globalink, the IUAC has developed a very powerful means of communication between like-minded organizations and individuals and has facilitated coordination between tobacco-control advocates and those active in cancer control and public health.

78. The International Union against Tuberculosis and Lung Disease (IUATLD), based in Paris, has conducted surveys on smoking habits among medical students and has published its findings. Its Scientific Committee on Tobacco or Health publishes a yearly newsletter and organizes different activities throughout the year. The main activity of the IUATLD for 1994 will be the Global Congress on Tuberculosis and Lung Disease, which will be held in June in Mainz, Germany.

79. The Non-Smokers' Rights Association, located in Toronto, indicated that it has a long history of cooperation with international efforts to control tobacco. However, it stated that it was not currently in a position to commit itself to additional collaboration and responsibility.

80. The Women's International League for Peace and Freedom Organization, based in Geneva, is interested in tobacco-related problems, particularly as they affect women. It has informed its membership at the grass-roots level of the issues surrounding tobacco and health and has distributed information within the community of the non-governmental organizations, particularly to the Committee on the Status of Women and the Committee on Development, which are involved in the issues of primary health care and development.

81. The World Conference on Tobacco or Health aims to bring together the many large medical, governmental or non-governmental organizations that fight against tobacco problems. The Conference covers a very wide range of subjects related to tobacco, such as prevalence, health, women, smoking cessation, policy development, taxes, advertising and economic development. The Ninth Conference on Tobacco or Health, organized with the help of WHO and sponsored by the

President of France, the President of the Commission of the European Community and the Director-General of the World Health Organization among others, will take place in Paris in October 1994.

82. The World Organization of the Scout Movement, based in Geneva, adopted a resolution at the World Scout Conference in 1993 to discourage the use and abuse of various substances, such as tobacco, alcohol and other drugs. It publishes several articles and information on youth and tobacco.

83. World Vision International, a Geneva-based non-governmental organization, has taken a strong stand on the issue of tobacco and is strongly opposed to the production, manufacture, sale and transportation of tobacco-related products, as well as to tobacco advertising, especially in the developing countries. It educates the people it serves against the danger of tobacco use and its policy is not to fund any project that calls for growing tobacco.

D. Contacts with Member States

84. At the time of the preparation of the present report, contact had been made with all 140 Member States that are currently represented at the United Nations and other international organizations in Geneva in order to inform them of the contents of Council resolution 1993/79 and to request information on their national policies pursuant to its objectives. That information will be vital for developing the comprehensive international strategies on tobacco or health called for in the resolution. Information has been obtained from different sources on legislative and administrative actions already taken by Member States in line with the objectives of the resolution. WHO recently reported that the following countries have enacted legislation banning tobacco advertising: Afghanistan, Algeria, Australia, Canada, Finland, France, Iceland, Italy, Lithuania, Mongolia, Mozambique, New Zealand, Norway, Papua New Guinea, Portugal, Singapore, Sudan, Thailand and Viet Nam. Several among them have advanced legal and administrative controls on smoking in public places. They have also launched comprehensive educational campaigns on the dangers associated with tobacco consumption; developed anti-smoking campaigns; imposed tobacco taxes with the specific purpose of reducing consumption; and allocated tax revenues to finance anti-smoking campaigns and for health care etc.

85. With the cooperation of Member States, the concerned international organizations will undoubtedly be in a much stronger position to assist in the implementation of the resolution.

III. CONCLUSION

86. The present interim progress report is largely meant to provide an inventory of activities in the United Nations system as well as relevant other intergovernmental and non-governmental organizations in the area of tobacco or health. As can be gleaned from the replies, a two-pronged approach is essential. That is, both the production and the consumption side of the issue have to be tackled simultaneously.

87. No single organization can hope to achieve the goals of Council resolution 1993/79; multisectoral collaboration of a wide range of national and international agencies will be required to ensure success. The United Nations focal point on tobacco or health is an ideal mechanism for ensuring that that multisectoral approach takes place in a timely and effective way. The United Nations and its specialized agencies, acting in concert with all bodies concerned, can do much to prevent the further spread of the tobacco epidemic.

88. Since the purpose of Council resolution 1993/79 is to develop effective multisectoral collaboration on tobacco or health leading to a rapid reduction in the burden of the disease and death caused by the tobacco pandemic, it is evident that the major task of the focal point is to coordinate action to that end. Work in that direction is already under way on the part of most of the organizations concerned with the issue of tobacco or health. However, as is evident from the responses of many of the organizations, further development of action plans will depend on the availability of the necessary resources. Similarly, to follow up and pursue the objectives of the resolution adequately, the capacity made available from within existing resources to carry out focal point and coordination functions will need to be complemented by additional resources to enable it to develop multisectoral approaches and strategies for tobacco control and render advice to Member States at their request. Efforts to raise resources from extrabudgetary sources have not been successful thus far. Unless such resources become available, it is difficult to envisage a full and effective response to the resolution. Nevertheless, the preliminary information contained in the present interim report should make it possible to envisage new directions from the Economic and Social Council concerning the implementation of its resolution 1993/79.

Annex I

LIST OF ORGANIZATIONS AND BODIES CONTACTED

United Nations entities and programmes

Department for Development Support and Management Services
Department for Economic and Social Information and Policy Analysis
United Nations Office at Geneva
United Nations Children's Fund
United Nations Conference on Trade and Development
United Nations Development Programme
United Nations Population Fund
United Nations Environment Programme
Office of the United Nations High Commissioner for Refugees
United Nations Relief and Works Agency for Palestine Refugees in the Near East
Economic Commission for Africa
Economic Commission for Europe
Economic Commission for Latin America and the Caribbean
Economic and Social Commission for Asia and the Pacific
Economic and Social Commission for Western Asia
United Nations Institute for Training and Research
United Nations Research Institute for Social Development
United Nations University

* * *

International Trade Centre UNCTAD/GATT

Specialized agencies/IAEA and GATT

World Food Programme
International Labour Office
Food and Agriculture Organization of the United Nations
United Nations Educational, Scientific and Cultural Organization
International Civil Aviation Organization
World Health Organization
World Bank
International Monetary Fund
International Telecommunication Union
World Meteorological Organization
World Intellectual Property Organization
International Fund for Agricultural Development
International Maritime Organization
United Nations Industrial Development Organization
Universal Postal Union

* * *

International Atomic Energy Agency
General Agreement on Tariffs and Trade

Annex II

POSITION PAPER OF THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS ON TOBACCO CULTIVATION

A. Background

The FAO secretariat shares the international concern over the growing evidence on the harmful effects of tobacco smoking and the rising incidence of smoking-related diseases, not only in developed countries but more recently also in developing countries. The World Health Organization has indicated that the medical evidence on the harmful effects of smoking is now well established. A WHO Expert Committee on Smoking Control, which met in Geneva in October 1978 in response to a resolution adopted by the World Health Assembly in May 1976, concluded that in any country where smoking was for a considerable period a common practice, it was a major, and certainly removable, cause of ill-health and premature death; and that the introduction and extension of the smoking habit in countries where it was not yet established would be followed by similar effects there.

Collaboration between WHO and FAO has been called for at several World Health Assemblies. The latest resolution, agreed at the Twenty-Ninth World Health Assembly in May 1976, requested the Director-General of WHO to continue, in cooperation with the United Nations and specialized agencies, to make all efforts deemed necessary to reduce smoking, and particularly to work out with FAO and the United Nations a joint strategy on crop diversification in tobacco growing areas.

The FAO secretariat strongly supports the work carried out by WHO to discourage smoking. This is the first priority, because in the FAO secretariat's view, over the longer term any efforts to reduce tobacco production are unlikely to be effective unless accompanied by measures to curtail demand.

In this connection, the FAO secretariat also stresses the importance of establishing procedures to monitor national action taken to ensure that WHO resolutions regarding smoking and health are implemented by Governments, and that the improvement of public health is included among longer-term development objectives at the national level.

B. Economic significance of tobacco

In response to growing demand, tobacco production has continued to increase and has achieved great economic significance.

The crop is grown in about 120 countries and territories in North and South America, Europe, Asia and Africa. Only in a few northern countries, such as in Scandinavia, is it impossible to grow the crop.

Since the early 1960s, world tobacco production has increased by more than 2 per cent annually to about 5.5 million tons in recent years. While output in developed countries has tended to decrease (mainly because of developments in the United States of America where support programmes and production quotas are in effect), in developing countries tobacco production increased by more than 2 per cent per year. This was due to the cost advantages enjoyed by developing countries and because the prices received were favourable to growers. As a result, by 1977 developing countries accounted for 60 per cent of world tobacco output, compared with about 52 per cent in the early 1960s. a/

The expansion in production in developing countries was stimulated by growing outlets in both domestic and export markets. Tobacco consumption in developing countries rose by about 2.5 per cent annually during the 1980s, while their net exports rose by nearly 4.0 percent per year. Earnings from the export of tobacco from developing countries now exceed US$ 1,200 million annually. Moreover, the value of raw tobacco exports represents a considerable proportion of the value of total agricultural exports in a number of countries. For example, earnings from tobacco account for more than 50 percent of earnings from all agricultural exports in Malawi and Zambia; they account for about 10 per cent in India and the Republic of Korea; and they account for 10 per cent in Paraguay.

Tobacco cultivation represents an important source of employment and cash income in all countries where the crop is produced. It is among the field crops with the highest returns per unit of area, and also has very high labour and capital input requirements, which make it difficult to switch to other crops. In developing countries, cultivation tends to be concentrated on very small holdings and the crop provides a livelihood for growers and undefined numbers of family members and other workers. Even in developed countries, where attempts are being made to extend mechanization, tobacco represents an important cash crop. In the United States of America, for example, in 1977 there were 276,000 farms producing tobacco, of which the average size was only 1.2 ha.; cash receipts from tobacco represented 5 per cent of the cash receipts from all crop sales. Among cash crops, tobacco ranked fifth in value after corn, soybeans, wheat and cotton.

Tobacco also represents a very important source of tax revenue. Tax receipts from tobacco stand at from 2 to 8 per cent of total tax receipts (including those on income and corporate profits) in the countries of the European Community; about 3 per cent in Canada and Sweden; and about 1 per cent in the United States. In the latter, total revenue from the taxation of tobacco products amounted to US$ 6,200 million in 1977, or 14 per cent of all excise tax receipts. This amount was about 40 per cent of total consumer expenditure for tobacco products and three times total gross farm earnings from the sale of unmanufactured leaf. Also, in developing countries various taxes are levied on tobacco products and represent an important source of revenue.

Because of its importance as a source of rural employment, cash income, government revenue, as well as of foreign exchange earnings and savings on expenditure on imported leaf and products, tobacco cultivation is widely supported or controlled by Governments throughout the world. In developed countries, where producers are increasingly facing competition from lower cost

producers in developing countries, tobacco production tends to be supported and regulated to give producers certain guarantees as regards employments and standards of living.

As a result, tobacco cultivation in developing countries may be of fundamental importance in achieving short- and medium-term development objectives. In view of the great significance of tobacco and the rising demand and favourable prices, the ultimate objective to reduce tobacco production is necessarily a long-term process. Any rapid movement in this direction would not only be impracticable but would probably lead to a serious dislocation of economic resources in the countries concerned.

C. FAO tobacco-related activities

FAO, in its work to improve agriculture and the condition of rural populations, is periodically called upon by member Governments to provide assistance for agricultural development and technical advice for tobacco cultivation and marketing. However, since the May 1976 WHO resolution on smoking and health, FAO has not encouraged any activities leading to project formulation for this commodity and the number of ongoing UNDP-supported tobacco projects, in which FAO is involved, is now considerably less than it was three years ago. Nevertheless, as part of its regular commodity analysis work, FAO maintains a continuing watch on trends in production, demand and trade for tobacco.

D. FAO position

The present position of the FAO secretariat concerning the promotion and improvement of tobacco cultivation is accordingly described below.

1. Support to WHO in its efforts to discourage demand for tobacco

Unless the growth of demand can be curtailed, tobacco will remain a highly profitable crop and any efforts to reduce its production will be unsuccessful. Hence, it is necessary to intensify action to curtail the consumption of tobacco. FAO will invite WHO to all sessions of FAO intergovernmental groups or panels dealing with tobacco so that WHO may draw attention to its work on the danger of smoking. Also, emphasis should be placed on the need for developed producing countries, where considerable resources and economic alternatives are available, to investigate the possibilities of reducing the special assistance given to domestic tobacco production. FAO suggests that greater emphasis be placed on this matter in future WHO resolutions and recommendations issued by its assemblies and expert working groups.

2. FAO cooperation with WHO

FAO is cooperating with WHO in establishing an objective basis for evaluating the economic benefits of tobacco production and trade versus the health costs of smoking. In the first instance, the FAO contribution to this joint project will be a study of the economic significance of tobacco production and trade in selected countries. FAO will also participate, when appropriate, in WHO meetings and assemblies at which the problems associated with tobacco and smoking are discussed.

3. FAO action affecting production

While FAO is required under its constitution to promote the production and distribution of all food and agricultural products and to provide such technical assistance as Governments may request, FAO cannot fail to take account of the internationally recognized hazards of tobacco smoking and United Nations resolutions on the subject.

General agricultural planning and policy development

Therefore, FAO will continue its past policy of not encouraging any activities leading to project requests and formulation for this commodity. In its work to assist Governments in the elaboration of agricultural development projects, including smallholder production schemes, crop diversification and commodity policies, FAO will take into account the harmful effects of tobacco smoking on health and therefore the general undesirability of encouraging production of the commodity. However, after careful consideration of the situation in individual countries, including, where applicable, the conditions and prospects of established tobacco industries or the unsuitability of alternative crops, FAO cannot exclude recommending development of the crop, in such cases where overriding economic considerations so warrant.

Technical assistance

On receipt of requests by Governments for technical assistance, or preparation of investment projects specifically for tobacco cultivation, FAO will:

(a) Review the economic importance of the crop to the country concerned and the extent to which the Government has already undertaken specific commitments for developing tobacco production, taking into account general development needs; in cases where tobacco is of overriding economic and rural importance and where assistance is requested for the improvement of existing production and marketing systems, FAO will consider the provision of technical assistance, in accordance with its normal procedure and within the limits of resources available;

(b) In the case of new tobacco development schemes (i.e., where tobacco was not previously an established crop), FAO will draw the attention of the Government and the financing agency concerned to the WHO resolutions concerning smoking and health and will offer its services to first explore the

possibilities for the cultivation of alternative crops, which might provide closely comparable economic benefits in the context of national development objectives;

(c) In cases where it is neither feasible nor acceptable to grow alternative crops, FAO will, wherever appropriate, recommend the possibility of producing mild leaf, market requirements for which are constantly growing, for the manufacture of less hazardous tobacco products.

Diversification from tobacco

FAO stands ready, subject to the availability of funds, to assist any Government that requests investigation of the possibility of diversification from tobacco production.

Notes

a/ Excluding Asian centrally planned economies: 41 and 35 per cent, respectively.

Annex III

RESOLUTION A29-15 OF THE INTERNATIONAL CIVIL AVIATION ORGANIZATION: SMOKING RESTRICTIONS ON INTERNATIONAL PASSENGER FLIGHTS

Whereas ICAO Assemblies have demonstrated a concern for and a contribution to human welfare in the quality of life and in the environment in which human beings work and engage in other pursuits, including matters related to engine emission, the ozone layer and aircraft noise,

Whereas ICAO Assemblies have recognized a responsibility to achieve maximum compatibility between civil aviation operation and the quality of the human environment,

Whereas States have been recognizing increasingly and taking action against the known health hazards caused by tobacco smoke at the work place, in public buildings and transportation systems,

Whereas the build-up of "tar" and other residue from tobacco smoke on aircraft may adversely affect oxygen masks and contaminate environmental control systems,

Whereas the World Health Organization (WHO) and the International Labour Organization (ILO) consider that occupational safety and health are interrelated and cannot be separated, and

Whereas the World Health Organization (WHO) unanimously adopted a resolution urging member States to ban smoking in public conveyances where protection against involuntary exposure to tobacco smoke cannot be ensured, and requested its Director-General to collaborate with ICAO,

The ICAO Assembly:

1. Requests the ICAO Council to intensify its studies into the safety aspects of banning smoking on board aircraft;

2. Requests the ICAO Council, with the assistance and cooperation of the World Health Organization, to take appropriate measures to promote a smoke-free travel environment on all international flights;

3. Urges all Contracting States, in the meantime, to take necessary measures as soon as possible to restrict smoking progressively on all international passenger flights, with the objective of implementing complete smoking bans by 1 July 1996;

4. Requests the ICAO Council to report on the implementation of this resolution in all its aspects to the next ordinary session of the Assembly.

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Report of the Committee on Food Aid Policies and Programmes

* E/1994/100.

لجنة سياسات المعونة الغذائية وبرامجها
WFP COMMITTEE ON FOOD AID POLICIES AND PROGRAMMES
PAM COMITE DES POLITIQUES ET PROGRAMMES D'AIDE ALIMENTAIRE
PMA COMITE DE POLITICAS Y PROGRAMAS DE AYUDA ALIMENTARIA

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NINETEENTH ANNUAL REPORT OF THE COMMITTEE ON FOOD AID POLICIES AND PROGRAMMES (CFA) TO THE ECONOMIC AND SOCIAL COUNCIL, THE FAO COUNCIL AND THE WORLD FOOD COUNCIL

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INTRODUCTION

1. This report is submitted in pursuance of Rule 12 of the General Regulations of the World Food Programme, which requires the Committee on Food Aid Policies and Programmes (CFA) to "report annually to the Economic and Social Council and the Council of FAO".

2. The Committee's two regular sessions in 1993 were held in Rome. The Thirty-fifth Session was held from 31 May through 4 June and the Thirty-sixth Session from 25 to 28 October. At the Thirty-fifth Session, the Committee elected the Bureau for 1993 as follows: Ms. C. Theauvette (Canada), Chairperson; Mr. T.H. Beg (Bangladesh), First Vice-Chairperson; and Mr. J. Bailey (Australia), Second Vice-Chairperson.

3. The Committee also met informally during 1993 to facilitate the preparation of the 1994-95 programme support and administrative budget, and in informal working groups on General Assembly resolution 47/199.

SUMMARY OF MAJOR DECISIONS AND CONCLUSIONS BY THE CFA AT ITS THIRTY-FIFTH AND THIRTY-SIXTH SESSIONS IN 1993

4. The Committee discussed the following major issues during 1993:

a) Annual Report of the Executive Director for 1992;

b) major relief operations;

c) Strategic Financial Plan of the World Food Programme for 1994-95;

d) programme support and administrative budget for 1994-95;

e) audited accounts for 1990-91 and the report of the External Auditor and appointment of the External Auditor for 1994-97;

f) WFP pledging target for 1995-96;

g) actions of interest since the Thirty-third Session of the CFA;

h) global food aid resources and review of food aid policies and programmes;

i) criteria for project approval; and

j) project proposals.

5. Annual Report of the Executive Director. The Committee recognized the considerable achievements of WFP over 30 years of operations and emphasized the need for a clear long-term strategy to guide WFP's activities in the future and to strengthen the Secretariat's capacity for analytical and policy work. The Committee noted the dramatic increase in the relative share of resources made available to WFP which were devoted to emergency and protracted refugee operations. A major shift in the balance between emergency and development assistance had taken place: commitments for relief activities in 1992 had been nearly 50 percent higher than in 1991; over the past two years WFP commitments of relief food aid had more than doubled. That change had major implications for the future directions of the Programme and needed to be carefully considered.

6. The Committee endorsed the Secretariat's efforts to link relief and development activities in disaster mitigation and rehabilitation programmes. Food-aided development projects could help disaster-prone countries prevent or mitigate emergency situations caused by natural disasters and assist in post-emergency rehabilitation. At the same time, relief assistance could be used to achieve developmental effects, for example through food-for-work programmes. The benefits from improvements in the port, transport and logistic facilities of developing countries to expedite the flow of relief food for development would remain after the emergency was over.

7. Concern was also expressed on the declining share of rural development and food security projects in the overall development project portfolio of the Programme, while a large share of resources were committed in support of school feeding projects. Total resources pledged to WFP for the 1991-92 biennium had reached nearly three billion dollars, more than 70 percent higher than for the 1989-90 biennium, which was itself a record; however, the Committee urged donors to make additional efforts to increase the level of their contributions to WFP's regular resources, although recognizing the budgetary constraints faced by them.

8. The special contributions by WFP to the international community's well-coordinated and successful response to the severe drought situation in southern Africa, including the establishment of a special logistics coordination and information service to keep track of all food flows to the affected countries, were noted with appreciation.

9. The Committee welcomed the close relationships the Programme had established with the United Nations Department of Humanitarian Affairs. It also praised the close cooperation between UNHCR and WFP, which was reflected in an Agreement under which WFP delivers food aid to refugees in developing countries. The close working relations with FAO were noted with appreciation, especially in fielding joint food assessment missions; the CFA welcomed the proposed collaboration in risk and vulnerability mapping as part of ongoing work on disaster mitigation and rehabilitation. Notwithstanding the Programme's work to strengthen coordination and cooperation with NGOs, the Committee felt that more could be done, especially to make further use of the capacities of national and international NGOs.

10. The Committee welcomed the Executive Director's proposal that future annual reports be more analytical and contain more emphasis of the effect of WFP assistance on the lives of poor and hungry people. It was suggested that future reports might also contain more discussion of the lessons learned from WFP's experiences with food-aided relief and development activities.

11. Major relief operations. In response to a request made during the Thirty-third Session of the CFA, the Executive Director presented statements on major emergencies in which WFP was playing a significant operational role.

12. The Committee congratulated WFP for the remarkable work it had performed in the area of emergency relief operations, despite the extremely difficult conditions under which it had operated, at considerable risks to the safety and lives of its staff. In referring to the increased number of complex emergency situations, the Committee recognized the additional burden being placed on the Programme, with the attendant constraints on its resources and staff.

13. The Committee noted that the review of WFP's overall aims and strategies to be considered at the Thirty-seventh Session would also contribute to determining the most appropriate means for WFP to cope with the sudden growth in emergencies. The Committee expressed its satisfaction that the increased challenges in the area of emergency relief activities were being addressed in a coordinated fashion by the United Nations in general, and WFP in particular. In noting the contribution of the joint WFP/UNHCR working arrangements to improving the performance of refugee feeding operations, the Committee commended the Programme for undertaking a comprehensive review of those arrangements in conjunction with UNHCR. The Committee also took note of the intention to develop more formal mechanisms with NGOs to satisfy in particular the need for improved accountability.

14. The Committee expressed its support for the Immediate Response Account (IRA) as a means of improving the Programme's response to urgent food needs. In recognizing, however, the hitherto limited donor response to the funding of the IRA, the Committee suggested that the Secretariat should seek to widen the current donor base as a means of meeting the fund's 30 million dollar pledging target.

15. In response to questions on the future plans for evaluation of emergency operations, the Secretariat assured the Committee that it was fully committed to such a programme, and confirmed that a formal agenda for emergency evaluations was already in place, starting with the current mission for the southern Africa drought operation.

16. Strategic Financial Plan of the World Food Programme for 1994-95. In accordance with Financial Regulation 6.2, the Executive Director submitted to the Committee at its Thirty-fifth Session, a Strategic Financial Plan highlighting the main features of the proposed programme of work for the next biennium. In the Plan, the Executive Director stressed the challenges facing the Programme, areas for cost reductions or operational savings and progress on WFP headquarters accommodation in Rome.

17. The presentation was welcomed by the Committee. It stressed that the Strategic Financial Plans should be grounded in a well-defined policy framework, with specific strategic objectives and with expected outcomes. The requirements should be prioritized; it would be helpful if a number of scenarios could be developed.

18. The programme support and administrative budget for the biennium 1994-95. "The Committee, having considered the Executive Director's PSA budget proposals for 1994-95, the comments of the FAO Finance Committee and the United Nations Advisory Committee on Administrative and Budgetary Questions (ACABQ), together with the Executive Director's supplementary notes,

a) approved in the light of the considerations outlined below, the PSA budget of 230.7 million dollars for 1994-95 for five appropriation lines as follows:

	Dollars
i) Secretariat: Headquarters	106.8 million
ii) Secretariat: Country Offices	106.4 million
iii) Services provided by FAO	16.3 million
iv) Services provided by the United Nations and other organizations	3.9 million
v) Contingency	0.4 million
Less phasing-in effect	3.1 million
Total	230.7 million

b) authorized the Executive Director to recost the budget at the United States dollar/lire exchange rate approved by the FAO Conference in November 1993;

c) welcomed the proposal of the Executive Director to phase in programme increases and approved the Operational Initiatives set out in the budget document, taking into account the various commitments of the Executive Director set out in sub-paragraph d) below;

d) noted with appreciation the commitment of the Executive Director to:

i) ensure that income and expenditure remain in balance;

ii) continue her efforts to identify and effect cost-saving measures in all aspects of the operations of the Programme;

iii) ensure that the cash reserve is not used to meet possible cash shortfalls in projected receipts and that it is at least maintained at the present level, subject to temporary changes arising from exchange rate fluctuations or the use of the cash reserve as temporary working capital against firm commitments;

iv) make every effort to absorb mandatory and inflationary cost increases in non-staff expenditure;

v) monitor carefully these issues;

vi) submit annual reports to the CFA on the financial situation of the programme and the implementation of the Operational Initiatives, beginning at its Thirty-eighth Session with an interim progress report on these matters;

e) requested the Executive Director to inform the CFA, as soon as possible, of any substantial overall adjustment or significant transfers within or between the main appropriation lines she felt it necessary to make to the 1994-95 PSA budget in the light of decisions the CFA might take at its Thirty-seventh or Thirty-eighth Session on the future policy orientations of the Programme;

f) decided to consider all those issues, together with the effects on future PSA budgets of the decisions of the CFA on the future policy orientations of the Programme, at its Thirty-ninth Session at the same time it considers the Strategic Financial Plan for 1996-97;

g) further requested the Executive Director, in implementing personnel policy and programme support activities, to adopt the necessary flexible measures to ensure that her commitment to keep expenditures and income in balance can be respected;

h) noted the statement of the Executive Director concerning the possibility of the Programme's headquarters moving to a new building in 1994, invited her to finalize the negotiations in that regard, authorized the use of up to one million dollars for that purpose within the budget ceiling, and requested a report on that to the Thirty-seventh Session of the CFA."

19. Audited accounts for 1990-91 and the report of the External Auditor. In accordance with Article 30 of the General Regulations for the World Food Programme, the Committee, for the first time, exercised its power to approve the financial statements and accounts of the Programme for 1990-91 and decided that these be forwarded to the United Nations General Assembly and the FAO Conference in accordance with Financial Regulation 11.10. It also expressed appreciation of the efforts made by WFP in developing its own accounting system, and commended the External Auditor for constructive comments on the issue of monetization, i.e. the sale of WFP commodities to generate funds in support of development activities.

20. Appointment of the External Auditor for 1994-97. For the first time, the CFA appointed an External Auditor for WFP, based on the two criteria of competence and best value for money. It decided, by consensus, to appoint the Cours des Comptes of France as the External Auditor of the Programme for a period of four years commencing 1 July 1994. The Committee also undertook to develop a clear procedure for the appointment of future External Auditors.

21. WFP pledging target for 1995-96. The Committee: a) endorsed the pledging target of 1.5 billion dollars for the 1995-96 biennium; and b) recognized the importance of one third of the pledges to the regular resources being made in cash. It recommended appropriate resolutions for adoption by the FAO Council/Conference and the Economic and Social Council/United Nations General Assembly.

22. The Committee also recommended that the Programme critically examine the issue of synchronizing the pledging and the budget periods. The Secretariat responded that this issue would be examined and a report submitted to the CFA.

23. Actions of interest since the Thirty-third Session of the CFA. The Committee focused its attention on the implementation of General Assembly resolution 47/199. The discussions taking place at the United Nations in New York relating to the restructuring of the United Nations system, its intergovernmental bodies and the Economic and Social Council which, *inter alia*, proposed changes in the size and composition of the governing bodies of the funds and programmes were noted with great interest. Concern was expressed that Rome-based representatives, whose work principally had to deal with food and agriculture, and who were well placed to understand the implications of the proposed reforms on the future direction of the Programme, were not kept fully involved. The Executive Director, on her part, undertook to keep the Committee fully informed of developments in this important issue.

24. At the request of the Committee, the FAO Legal Counsel gave his opinion on the implications for the CFA and WFP if a resolution such as proposed in General Assembly document A/47/L.58 of 28 April 1993 was passed by the General Assembly. He explained that as WFP was a joint programme of the United Nations and FAO, any proposals to change WFP's Basic Texts and the legal structure of the governance of the Programme would need to be adopted through parallel resolutions of the FAO Conference and United Nations General Assembly. The normal process would be for those bodies to act on the basis of a consideration of the matter by the CFA, ECOSOC and the FAO Council.

25. The Committee agreed to set up an Informal Working Group to consider with the Secretariat how best to proceed with the implementation of resolution 47/199 and prepare for further decision-making in forthcoming meetings of the CFA.

26. The Informal Working Group of the CFA subsequently met to provide guidance to the Secretariat on issues to which WFP should give priority in its follow-up work and in reporting to the CFA, ECOSOC and the Secretary-General.

27. The Secretariat also presented for the Committee's information its follow-up plans on the outcome of the United Nations Conference on Environment and Development and the International Conference on Nutrition.

28. Global food aid resources and review of food aid policies and programmes. Four interrelated issues were identified in a paper prepared by the Secretariat for the CFA's consideration: i) the appropriate level of food aid in the nineties; ii) means of assuring reliable food aid supplies; iii) the multilateral channelling of food aid; and iv) principles governing the provision of programme food aid. The paper also summarized the main conclusions of a study commissioned by WFP of the potential effects of the GATT Uruguay Round on the global food aid situation in general, and on future levels of food aid. The Committee undertook a first reading of the subject during which a wide range of views were expressed. No consensus was reached, but delegations agreed that in view of the importance of the matter for all food aid, the Secretariat should monitor discussions and decisions in other fora and report to the Committee as appropriate. The Committee agreed to return to the subject at a future session of the CFA.

29. Criteria for project approval. The Secretariat presented progress reports, indicating how its work relevant to the preparation of criteria for project approval was proceeding, including the guidelines and criteria currently used by the Secretariat in its internal approval process. A final report, to be submitted to the Thirty-eighth Session of the CFA, would reflect the outcome of the wider policy debate on future strategies of the Programme proposed by the Executive Director.

SUMMARY OF THE WORK OF THE SUB-COMMITTEE ON PROJECTS (SCP) IN 1993

30. The Sub-Committee on Projects was established by the CFA to undertake a technical scrutiny of development projects, protracted refugee operations and related budget increases submitted by the Executive Director for approval by the Committee, and to review other technical matters. During 1993, the SCP met twice (before the CFA sessions). At these meetings, the Sub-Committee was assisted by representatives of the Secretary-General of the United Nations, the Director-General of FAO, and representatives of specialized agencies of the United Nations. In addition, technical experts from countries with projects for approval were invited to provide detailed information to the SCP.

31. The CFA unanimously approved 14 development projects and eight protracted refugee and displaced person projects (PROs) which the SCP at its 1993 sessions had recommended to the CFA for approval. In addition, four Country Strategy Outlines (CSOs) were submitted for information. The CFA agreed to undertake a full discussion of CSOs at its Thirty-eighth Session, in conjunction with the debate on criteria for project approval.

32. Seventeen interim evaluation reports on operational projects were endorsed. A sectoral evaluation summary report on WFP assistance to the development and protection of rainfed agriculture in China (Loess Plateau) and an ex-post evaluation summary report on an erosion control project on the Loess Plateau of China were also endorsed.

33. Following are details of the projects approved by the CFA upon the SCP's recommendation in 1993, for a total value of 198.1 million dollars and 575,300 tons of food. The SCP also took note of projects approved under the delegated authority of the Executive Director and approved or noted budget revisions with a total value of 54.7 million dollars and 104,900 tons of food.

Country, project number	Project title	Total WFP food commitment ('000 tons)	Total WFP cost (mill. $)
CHINA 4071	Poverty alleviation and environmental rehabilitation in three upland counties in Ningxia Hui Autonomous Region	80.5	13.2
SRI LANKA 4521	Rehabilitation of minor irrigation schemes	20.3	8.3
VIET NAM 3844 (Exp.1)	Assistance to primary health care programme	31.2	10.6
BOLIVIA 2735 (Exp.2)	Support for Bolivian social development through assistance to pre-school children	28.1	10.2
COLOMBIA 2740 (Exp.1)	Socio-economic activities and environmental protection in indigenous communities	50.0	8.0
EL SALVADOR 3886 (Exp.1)	Development of community-based primary education and preventive health care	45.1	19.0
PERU 5162	Ecological rehabilitation of Andean micro-watersheds	48.9	9.5
MOROCCO 2288 (Exp.4)*	Feeding of children in rural primary schools	37.0	21.1
BENIN 5208	School canteens and assistance to the education sector	16.3	9.8
BENIN 5215	Multi-purpose rural development and support for food security	16.7	8.9
COTE D'IVOIRE 3358 (Exp.1)	School feeding programme	31.8	19.5
ETHIOPIA 2488 (Exp.3)	Rehabilitation and development of rural lands and infrastructure	112.6	38.6
LESOTHO 352 (Exp.8)	Construction, upgrading and maintenance of rural access roads	27.9	10.4
MOZAMBIQUE 5160	Feeding of students at boarding-schools and in drought areas	28.9	11.0
Total		575.3	198.1

* The original project was approved with an adjustment in the duration.

34. Following are details of protracted refugee and displaced persons projects approved by the CFA upon the SCP's recommendation in 1993, for a total value of 424.9 million dollars and 1,082,100 tons of food. The SCP also took note of projects approved under the delegated authority of the Executive Director and approved or noted budget revisions with a total value of 57.2 million dollars and 127,100 tons of food.

Country, project number	Project title	Total WFP food commitment ('000 tons)	Total WFP cost (mill. $)
AFGHANISTAN 5086 (Exp.1)	Activities related to Afghanistan and Afghan refugees	166.9	60.3
PAKISTAN 4256 (Exp.4)		119.6	29.4
IRAN 4258 (Exp.4)		52.3	14.5
LIBERIA REGIONAL 4604 (Exp.2)	Food assistance to Liberian and Sierra Leonean refugees and displaced persons in Liberia, Côte d'Ivoire, Guinea and Sierra Leone	163.4	81.4
MOZAMBIQUE REGIONAL	Food assistance for refugees, returnees and internally displaced persons	204.5	79.3
BANGLADESH 5329	Assistance to the Rohingya refugees from Myanmar	68.1	26.5
NEPAL 5324	Food assistance to Bhutanese refugees in Nepal	33.0	11.1
ETHIOPIA 5241	Food assistance for Somali and Sudanese refugees in Ethiopia	63.9	33.3
KENYA 4961 (Exp.1)	Food aid for Somali, Ethiopian and Sudanese refugees	98.8	47.5
SUDAN 4168 (Exp.3)	Food aid for Ethiopian and Eritrean refugees	80.3	31.8
UGANDA 4171 (Exp.3)	Food aid for Sudanese refugees in Uganda	31.3	9.8
Total		1 082.1	424.9

The SCP further took note of emergency operations approved during 1993 with a total value of 737.5 million dollars and 1,308,300 tons of food.

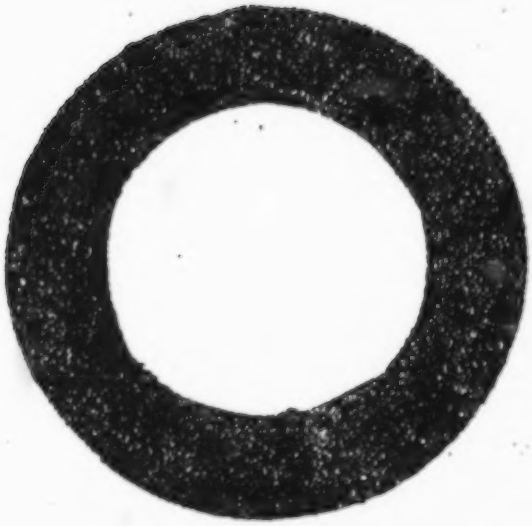
ANNEX

MEMBERSHIP OF THE CFA IN 1993

In 1993 the members of the CFA (SCP*) were:

Angola*
Argentina*
Australia*
Bangladesh*
Belgium
Brazil*
Burkina Faso
Burundi*
Cameroon*
Canada*
China*
Colombia*
Cuba
Democratic People's Republic of Korea*
Denmark
Dominican Republic
Egypt*
El Salvador*
Ethiopia*
France*
Germany*
Ghana*
Hungary
India*
Indonesia*
Italy
Japan*
Mexico*
Netherlands*
Niger
Nigeria
Norway*
Pakistan*
Romania
Saudi Arabia
Senegal
Sri Lanka
Sweden*
Syria
Tanzania*
United Kingdom*
United States of America*

The CFA Chairperson was Ms. C. Theauvette (Canada). Mr. M.T.H. Beg (Bangladesh) was First Vice-Chairperson and Mr. J. Bailey (Australia) was Second Vice-Chairperson.



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SOCIAL, HUMANITARIAN AND HUMAN RIGHTS QUESTIONS:
REPORTS OF SUBSIDIARY BODIES, CONFERENCES AND
RELATED QUESTIONS

International Decade for Natural Disaster Reduction

Note by the Secretary-General

1. In its resolution 44/236 of 22 December 1989, the General Assembly proclaimed the International Decade for Natural Disaster Reduction, beginning on 1 January 1990. The Assembly adopted the International Framework of Action for the International Decade (resolution 44/236, annex), in which, inter alia, the Economic and Social Council, in 1994, is to carry out a mid-term review of the implementation of the International Framework of Action and report its findings to the Assembly.

2. In accordance with Assembly resolution 48/188 of 21 December 1993, the World Conference on Natural Disaster Reduction was held at Yokohama, Japan, from 23 to 27 May 1994. The Conference adopted the Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation, containing the appeal, the principles, the strategy, and the plan of action, and the Yokohama Message, which are annexed to the present note. The Secretary-General has the honour to transmit both texts to the Council for its consideration during the mid-term review.

* E/1994/100.

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ANNEX I

Yokohama Strategy for a Safer World

Guidelines for Natural Disaster Prevention, Preparedness and Mitigation

Containing the Principles, the Strategy and the Plan of Action

The World Conference on Natural Disaster Reduction,

Having met at Yokohama from 23 to 27 May 1994,

Recognizing the rapidly rising world-wide toll on human and economic losses due to natural disasters,

Recalling the decision of the General Assembly in its resolution 44/236 of 22 December 1989 to launch a far-reaching global undertaking for the 1990s to save human lives and reduce the impact of natural disasters,

Recalling also the forward-looking decision of the General Assembly in its resolution 46/182 of 19 December 1991 to adopt an integrated approach for disaster management in all its aspects and to initiate a process towards a global culture of prevention,

Recognizing that sustainable economic growth and sustainable development cannot be achieved in many countries without adequate measures to reduce disaster losses, and that there are close linkages between disaster losses and environmental degradation, as emphasized in Agenda 21 adopted at the United Nations Conference on Environment and Development, 1/

Reaffirming the Rio Declaration on Environment and Development, 2/ in particular Principle 18, which stresses the need for the international community to assist States afflicted by natural disasters and other emergencies that are likely to produce sudden harmful effects in the environment of those States,

Reaffirming also the role assigned by the Secretary-General of the United Nations to the Emergency Relief Coordinator, Under-Secretary-General of the Department of Humanitarian Affairs, through the secretariat in charge of the Decade, in promoting and directing activities of the Decade in conformity with General Assembly resolution 46/182,

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1/ Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8), resolution 1, annex II.

2/ Ibid., annex I.

Emphasizing the need for the United Nations system to pay special attention to the least developed and land-locked countries and small island developing States, and recalling in this regard that the outcomes of the first Global Conference on the Sustainable Development of Small Island Developing States 3/ and the Programme of Action for the Least Developed Countries for the 1990s 4/ call for giving priority attention to small island developing States and least developed countries in the activities of the Decade,

Responding to the request of the General Assembly in its resolution 48/188 of 23 December 1993 to:

(a) Review the accomplishments of the Decade at national, regional and international levels;

(b) Chart a programme of action for the future;

(c) Exchange information on the implementation of Decade programmes and policies;

(d) Increase awareness of the importance of disaster reduction policies;

1. Appeals to the world, at the time of reaching the mid-point of the International Decade for Natural Disaster Reduction and in the light of increasing human losses and damage caused by disasters and acting in a new spirit of partnership to build a safer world, based on common interest, sovereign equality and shared responsibility to save human lives, protect human and natural resources, the ecosystem and cultural heritage, to reaffirm its commitment to pursuing, through national, regional and international efforts, the transformation of the International Framework of Action for the Decade into a decisive intersectoral Plan of Action;

2. Invites all countries to defend individuals from physical injuries and traumas, protect property and contribute to ensuring progress and stability, generally recognizing that each country bears the primary responsibility for protecting its own people, infrastructure and other national assets from the impact of natural disasters, cyclones and floods, and accepting at the same time that, in the context of increasing global interdependence, concerted international cooperation and an enabling international environment are vital for the success of these national efforts;

3. Adopts the following Principles, Strategy and Plan of Action.

3/ See A/CONF.167/9.

4/ See A/CONF.147/8.

I. PRINCIPLES

1. Risk assessment is a required step for the adoption of adequate and successful disaster reduction policies and measures.

2. Disaster prevention and preparedness are of primary importance in reducing the need for disaster relief.

3. Disaster prevention and preparedness should be considered integral aspects of development policy and planning at national, regional, bilateral, multilateral and international levels.

4. The development and strengthening of capacities to prevent, reduce and mitigate disasters is a top priority area to be addressed during the Decade so as to provide a strong basis for follow-up activities to the Decade.

5. Early warnings of impending disasters and their effective dissemination using telecommunications, including broadcast services, are key factors to successful disaster prevention and preparedness.

6. Preventive measures are most effective when they involve participation at all levels, from the local community through the national government to the regional and international level.

7. Vulnerability can be reduced by the application of proper design and patterns of development focused on target groups, by appropriate education and training of the whole community.

8. The international community accepts the need to share the necessary technology to prevent, reduce and mitigate disaster; this should be made freely available and in a timely manner as an integral part of technical cooperation.

9. Environmental protection as a component of sustainable development consistent with poverty alleviation is imperative in the prevention and mitigation of natural disasters.

10. Each country bears the primary responsibility for protecting its people, infrastructure, and other national assets from the impact of natural disasters. The international community should demonstrate strong political determination required to mobilize adequate and make efficient use of existing resources, including financial, scientific and technological means, in the field of natural disaster reduction, bearing in mind the needs of the developing countries, particularly the least developed countries.

A. Basis for the Strategy

1. Natural disasters continue to strike and increase in magnitude, complexity, frequency and economic impact. Whilst the natural phenomena causing disasters are in most cases beyond human control, vulnerability is generally a result of human activity. Therefore, society must recognize and strengthen traditional methods and explore new ways to live with such risk, and take urgent actions to

prevent as well as to reduce the effects of such disasters. The capacities to do so are available.

2. In this context the least developed countries, small island developing States and land-locked countries are the most vulnerable countries, as they are the least equipped to mitigate disasters. Developing countries affected by desertification, drought and other types of natural disasters are also equally vulnerable and insufficiently equipped to mitigate natural disasters.

3. In all countries the poor and socially disadvantaged groups suffer most from natural disasters and are least equipped to cope with them. In fact disasters contribute to social, economic, cultural and political disruption in urban and rural contexts, each in its specific way. Large-scale urban concentrations are particularly fragile because of their complexity and the accumulation of population and infrastructures in limited areas.

4. Some patterns of consumption, production and development have the potential for increasing the vulnerability to natural disasters, particularly of the poor and socially disadvantaged groups. However, sustainable development can contribute to reduction of this vulnerability, if planned and managed in a way to ameliorate the social and economic conditions of the affected groups and communities.

5. Vulnerable developing countries should be enabled to revive, apply and share traditional methods to reduce the impact of natural disasters, supplemented and reinforced by access to modern scientific and technical knowledge. The existing knowledge and know-how should be studied and efforts should be made to ameliorate, develop and better apply them today.

6. Global social stability has become more fragile and reduction of natural disasters would contribute to reducing this fragility. In the effort towards effective disaster management, the full continuum from relief through rehabilitation, reconstruction and development to prevention must be the concept guiding actions towards the reduction of human and physical losses which remains the ultimate objective.

7. Notwithstanding the full continuum, disaster prevention is better than disaster response and achieving the goals, objectives and targets of the Decade as adopted by the relevant resolutions of the General Assembly would result in greatly reducing disaster losses. This requires maximum participation at community level which can mobilize considerable potential and traditional expertise in the application of the preventive measures.

B. Assessment of the status of disaster reduction midway into the Decade

8. Approaching the mid-point of the International Decade for Natural Disaster Reduction, the World Conference has identified, on the basis of national reports and technical discussions, the following main accomplishments and failures:

(a) Awareness of the potential benefits of disaster reduction is still limited to specialized circles and has not yet been successfully communicated to all sectors of society, in particular policy makers and the general public. This is due to a lack of attention for the issue, insufficient commitment and resources for promotional activities at all levels;

(b) At the same time, however, activities during the first years of the Decade in training, technical applications and research at local, national and international levels and in regional cooperation, have had positive results in some regions in reducing disaster losses;

(c) Equally, the creation of the organizational framework called for by the General Assembly, which includes National Decade Committees and Focal Points and, at the international level, the Special High-Level Council, the Scientific and Technical Committee and the Decade secretariat, has laid the basis for intensified preventive and preparedness efforts in the second half of the Decade;

(d) These new efforts in the field of disaster reduction have not systematically been part of multilateral and bilateral development policies;

(e) Education and training programmes and facilities for people professionally involved and the public at large have not been sufficiently developed with a focus on ways and means to reduce disasters. Also the potential of the information media, industry, scientific community and the private sector at large has not been sufficiently mobilized;

(f) It must be noted that not all entities of the United Nations system have contributed to the Decade's implementation to the extent possible and desired by the General Assembly in adopting its resolution 44/236. In recent years emphasis has again been placed primarily on disaster response both within the United Nations and beyond. This has slowed down the momentum of the Decade's initial phase, based on the consensus of the importance of action before disasters strike;

(g) A number of positive results have been achieved during the first five years of the Decade, although unevenly and not in the concerted and systematic way as envisaged by the General Assembly. Only if these achievements are recognized, consolidated and accelerated, will the Decade be able to reach its goals and objectives and contribute to the development of a global culture of prevention. In particular the existing tools which can yield improvements in disaster response, as part of a comprehensive approach towards disaster management, are not always utilized to the full extent of their potential;

(h) There is a strong need to strengthen the resilience and self-confidence of local communities to cope with natural disasters through recognition and propagation of their traditional knowledge, practices and values as part of development activities;

(i) Experience has demonstrated that, although not a part of the mandate of the Decade, the concept of the disaster reduction should be enlarged to cover natural and other disaster situations including environmental and technological

disasters (Na-Techs) and their interrelationship which can have a significant impact on social, economic, cultural and environmental systems, in particular in developing countries.

C. Strategy for the Year 2000 and Beyond

9. The World Conference, based on adoption of the Principles and the assessment of the progress accomplished during the first half of the Decade, has formulated a Strategy for Disaster Reduction centred on the objective of saving human lives and protecting property. The Strategy calls for an accelerated implementation of a Plan of Action to be developed from the following points:

(a) Development of a global culture of prevention as an essential component of an integrated approach to disaster reduction;

(b) Adoption of a policy of self-reliance in each vulnerable country and community comprising capacity-building as well as allocation and efficient use of resources;

(c) Education and training in disaster prevention, preparedness and mitigation;

(d) Development and strengthening of human resources and material capabilities and capacity of research and development institutions for disaster reduction and mitigation;

(e) Identification and networking of existing centres of excellence so as to enhance disaster prevention, reduction and mitigation activities;

(f) Improvement of awareness in vulnerable communities, through a more active and constructive role of the media in respect of disaster reduction;

(g) Involvement and active participation of the people in disaster reduction, prevention and preparedness, leading to improved risk management;

(h) In the second half of the Decade, emphasis should be given to programmes that promote community-based approaches to vulnerability reduction;

(i) Improved risk assessment, broader monitoring and communication of forecasts and warnings;

(j) Adoption of integrated policies for prevention of, preparedness for, and response to, natural disasters and other disaster situations including environmental and technological hazards;

(k) Improved coordination and cooperation among ongoing national, regional and international disaster research activities, at universities, regional and subregional organizations and other technical and scientific institutions, having in mind that links between causes and effects, inherent to all types of disaster, should be investigated through interdisciplinary research;

(l) Effective national legislation and administrative action, higher priority at the political decision-making level;

(m) Placing higher priority on the compilation and exchange of information on natural disaster reduction, especially at regional and subregional levels, through the strengthening of existing mechanisms and improved use of communication techniques;

(n) Promotion of regional and subregional cooperation between countries exposed to the same natural hazards through exchange of information, joint disaster reduction activities and other formal or informal means including the establishment or strengthening of regional and subregional centres;

(o) Making available the existing technology for broader application to disaster reduction;

(p) Integration of the private sector in disaster reduction efforts through promotion of business opportunities;

(q) Promotion of the involvement of non-governmental organizations in natural hazard management, in particular those dealing with environmental and related issues and including indigenous non-governmental organizations;

(r) Strengthening the capacity of the United Nations system to assist in the reduction of losses from natural and related technological disasters, including coordination and evaluation of activities through the Decade and other mechanisms.

II. PLAN OF ACTION

A. Recommendations for action

10. Based on the Principles and the Strategy and taking into account information provided to the Conference in the national summary reports presented by a large number of countries and in the scientific and technical presentations, the Conference adopts a Plan of Action for the future, comprising the following specific actions to be implemented at the community and national levels, the subregional and regional levels, and the international level, through bilateral arrangements and international cooperation.

1. Activities at the community and national levels

11. During the remaining part of the Decade all countries are called upon to:

(a) Express the political commitment to reduce their vulnerability, through declaration, legislation, policy decisions and action at the highest level, which would require the progressive implementation of disaster assessment and reduction plans at the national and community levels;

(b) Encourage continued mobilization of domestic resources for disaster reduction activities;

(c) Develop a risk assessment programme and emergency plans focusing efforts on disaster preparedness, response and mitigation, and design projects for subregional, regional and international cooperation, as appropriate;

(d) Develop documented comprehensive national disaster management plans with emphasis on disaster reduction;

(e) As appropriate, establish and/or strengthen National Committees for the Decade or clearly identified bodies charged with the promotion and coordination of disaster reduction actions;

(f) Take measures to upgrade the resistance of important infrastructure and lifelines;

(g) Give due consideration to the role of local authorities in the enforcement of safety standards and rules and strengthen the institutional capacities for natural disaster management at all levels;

(h) Consider making use of support from non-governmental organizations for improved disaster reduction at the local level;

(i) Incorporate disaster reduction prevention or mitigation in socio-economic development planning based on the assessment of the risk;

(j) Consider the possibility of incorporating in their developmental plans the conducting of Environmental Impact Assessments with a view to disaster reduction;

(k) Clearly identify specific disaster prevention needs which could use the knowledge or expertise that may be available from other countries or from the United Nations system, for instance, through training programmes designed to enhance human resources;

(l) Endeavour to document all disasters;

(m) Incorporate cost-effective technologies in reduction programmes, including forecasting and warning systems;

(n) Establish and implement educational and information programmes aimed at generating general public awareness, with special emphasis on policy makers and major groups, in order to ensure support for, and effectiveness of, disaster reduction programmes;

(o) Enrol the media as a contributing sector in awareness raising, education and opinion building in order to increase recognition of the potential of disaster reduction to save human lives and protect property;

(p) Set targets which specify how many distinct disaster scenarios can reasonably be given systematic attention by the end of the Decade;

(q) Stimulate genuine community involvement and empowerment of women and other socially disadvantaged groups at all stages of disaster management programmes in order to facilitate capacity building, which is an essential precondition for reducing vulnerability of communities to natural disasters;

(r) Aim at the application of traditional knowledge, practices and values of local communities for disaster reduction, thereby recognizing these traditional coping mechanisms as a valuable contribution to the empowerment of local communities and the enabling of their spontaneous cooperation in all disaster reduction programmes.

2. Activities at the regional and subregional levels

12. Considering the many common aspects of disaster vulnerability among countries of a same region or subregion, cooperation among them should be strengthened by implementing the following actions:

(a) Establishing or strengthening of subregional or regional centres for disaster reduction and prevention which, in cooperation with international organizations and with a view to enhancing national capabilities, would perform one or more of the following functions:

(i) Collecting and disseminating documentation and information to improve public awareness of natural disasters and the potential to reduce their impact;

(ii) Formulating education and training programmes and technical information exchanges aimed at human resource development;

(iii) Supporting and strengthening natural disaster reduction mechanisms;

(b) Given the importance of vulnerability of developing countries, particularly least developed countries, technical, material and financial resources should be made available in support of concerned subregional or regional centres to strengthen regional and national capacities to reduce natural disasters;

(c) Improving the communications on natural disasters among the countries of the region in the context of preparedness and early warning systems;

(d) Establishing and/or strengthening early warning mechanisms for disaster reduction;

(e) Commemorating the International Day for Natural Disaster Reduction;

(f) Establishing mutual assistance agreements and joint projects for disaster reduction within and between regions;

(g) Reviewing periodically in regional political forums the progress made on disaster reduction;

(h) Request and enable regional organizations to play an effective role in the implementation of relevant regional plans and programmes on natural disaster reduction;

(i) The international community should give highest priority and special support to activities and programmes relating to natural disaster reduction at subregional or regional level in order to promote cooperation between countries exposed to the same risks;

(j) As decided by the General Assembly, special attention should be given to the least developed countries in support of their activities in the field of natural disaster reduction;

(k) Regional arrangements should be carried out in close coordination with and should supplement the national programmes for disaster reduction;

(l) The international community should assist the developing countries in establishing measures to integrate disaster prevention and reduction within the existing machinery and strategies at the national, subregional and regional levels for poverty eradication in order to achieve sustainable development.

3. Activities at the international level, in particular through bilateral arrangements and multilateral cooperation

13. In the context of global interdependence and in the spirit of international cooperation, all activities to reduce disasters, in particular those laid down by the International Decade for Natural Disaster Reduction should be encouraged and supported in the following ways:

(a) It is recommended that extrabudgetary resources be provided for implementation of the Decade and, therefore, that voluntary contributions from Governments, international organizations and other sources, including the private sector, be strongly encouraged. To this end, the Secretary-General is urged to ensure an effective and efficient administration of the Trust Fund for the Decade, established as requested in General Assembly resolution 44/236;

(b) It is recommended that donor countries should increase the priority on disaster prevention, mitigation and preparedness in their assistance programmes and budgets, either on bilateral or multilateral basis, including increasing contributions to and through the Decade Trust Fund, in order to support fully the implementation of the Yokohama Strategy, particularly in developing countries;

(c) Disaster prevention and mitigation should become an integrated component of development projects financed by multilateral financial institutions, including the regional development banks;

(d) Integration of natural disaster reduction into development assistance programmes, through effective means, including as suggested in subparagraph 13 (b) above;

(e) Ensuring the cooperation in the area of research and science and technology development related to natural disaster reduction in order to enhance the capacities of the developing countries to reduce their vulnerability in this respect;

(f) The Trust Fund for the Decade should give priority in financing the establishment and strengthening of the early warning systems of the disaster prone developing countries particularly of the least developed, land-locked and small island developing States;

(g) Ensuring that from the formulation phase development projects be designed in a way to contribute to reducing, and not increasing, vulnerability to disasters;

(h) Improving the exchange of information on disaster reduction policies and technologies;

(i) Encouraging and supporting ongoing efforts aimed at developing appropriate indicators of vulnerability (indices);

(j) Reaffirmation of the roles of the Special High-Level Council and the Scientific and Technical Committee in promoting Decade activities, in particular the awareness of the benefits of disaster reduction;

(k) Enhancing the activities of, and cooperation between, organizations and programmes of the United Nations system, intergovernmental organizations, non-governmental organizations and the private sector related to disaster reduction, including more efficient use of existing resources;

(l) Supporting efforts of Governments at the national and regional levels in the implementation of the priority areas of the Programme of Action for the Least Developed Countries for the 1990s, and the Programme of Action for the Sustainable Development of Small Island Developing States, related to the management of natural and environmental disasters through measures referred to in paragraph 13 (b) above;

(m) Providing wider support for the existing mechanism for disaster management and reduction of the United Nations system, in order to expand its capacity to give advice and practical assistance, as required, to countries facing natural disasters and other disaster situations including environmental and technological hazards;

(n) Providing adequate support for Decade activities, including those of the secretariat of the Decade, in particular with a view to ensuring the timely implementation of the Yokohama Strategy and Plan of Action. In this regard it is time to consider proposals on ways and means to ensure functional security and continuity of the secretariat of the Decade, to the extent possible through the United Nations regular budget;

(o) Recognition of the need for adequate coordination of international disaster reduction activities and strengthening of the mechanisms established for this purpose. International coordination should relate, in particular, to

the formulation of development projects which provide assistance for disaster reduction and their evaluation;

(p) Establishment or improvement, as a priority, of national, regional and international warning systems and more effective dissemination of warnings;

(q) Effective coordination of international disaster management, in particular by the United Nations system, is paramount for an integrated approach to disaster reduction and should, therefore, be strengthened;

(r) Holding of a review conference on natural disaster reduction at the end of the Decade in order to map a strategy for continued disaster reduction activities into the twenty-first century.

B. Proposals to the Conference*

III. FOLLOW-UP ACTION

14. With the aim of ensuring the early and successful implementation of the Yokohama Strategy, the Conference decides to:

(a) Transmit the report of the World Conference containing the Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation, through the Economic and Social Council, to the General Assembly at its forty-ninth session;

(b) Request the General Assembly to consider adopting a resolution endorsing the Yokohama Strategy and making an appeal to all countries to continue working towards the objective of a safer world for the twenty-first century;

(c) Transmit the outcome of the World Conference to the mid-term global review conference on the implementation of the Programme of Action for Least Developed Countries, to be held in 1995, as decided by the General Assembly in its resolution 48/171, and to the Commission on Sustainable Development in the initial review of the implementation of the Programme of Action for the Sustainable Development of Small Island Developing States, undertaken by the Commission in 1996, in accordance with the Commission's multi-year programme of work;

(d) Reaffirm the crucial importance of a substantial reduction in the loss of lives and in the physical damage caused by disasters by the year 2000 and of continuing the disaster reduction process beyond the end of this century, as appropriate;

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* To be included in an annex to the report of the Conference.

(e) Request the Secretary-General to ensure that the outcome of the Conference be given as wide as possible dissemination, including transmission of the Yokohama Strategy to relevant international and regional organizations, multilateral financial institutions and the regional development banks;

(f) Request the secretariat of the Decade to communicate the outcome of the Conference to national committees and focal points for the Decade, relevant non-governmental organizations, scientific and technical associations and the private sector, and to facilitate the review of the implementation of the Yokohama Strategy and further planning by these institutions at the regional level before the year 2000;

(g) Request the Secretary-General to submit an annual report to the General Assembly, based on information provided by Governments, regional and international organizations, including the multilateral financial institutions and the regional development banks, the United Nations system and the non-governmental organization community, on progress made in the implementation of the Yokohama Strategy;

(h) Recommend the inclusion of a sub-item entitled "Implementation of the outcome of the World Conference on Natural Disaster Reduction" in the provisional agenda of the Assembly under the item entitled "Environment and sustainable development";

(i) Request the United Nations, through the secretariat of the Decade, to provide Governments, upon request, with technical assistance in the preparation and development of disaster management plans and programmes.

ANNEX II

Yokohama Message

We, the States Members of the United Nations and other States, having met at the World Conference on Natural Disaster Reduction, in the city of Yokohama, Japan, from 23 May to 27 May 1994, in partnership with non-governmental organizations, and with the participation of international organizations, the scientific community, business, industry and the media, deliberating within the framework of the International Decade for Natural Disaster Reduction, expressing our deep concern for the continuing human suffering and disruption of development caused by natural disasters, and inspired by the Yokohama Strategy for a Safer World,

Affirm that:

1. The impact of natural disasters in terms of human and economic losses has risen in recent years, and society in general has become more vulnerable to natural disasters. Those usually most affected by natural and other disasters are the poor and socially disadvantaged groups in developing countries as they are least equipped to cope with them.

2. Disaster prevention, mitigation, preparedness and relief are four elements which contribute to and gain from the implementation of sustainable development policies. These elements, along with environmental protection and sustainable development, are closely interrelated. Therefore, nations should incorporate them in their development plans and ensure efficient follow-up measures at the community, national, subregional, regional and international levels.

3. Disaster prevention, mitigation and preparedness are better than disaster response in achieving the goals and objectives of the Decade. Disaster response alone is not sufficient, as it yields only temporary results at a very high cost. We have followed this limited approach for too long. This has been further demonstrated by the recent focus on response to complex emergencies which, although compelling, should not divert from pursuing a comprehensive approach. Prevention contributes to lasting improvement in safety and is essential to integrated disaster management.

4. The world is increasingly interdependent. All countries shall act in a new spirit of partnership to build a safer world based on common interests and shared responsibility to save human lives, since natural disasters do not respect borders. Regional and international cooperation will significantly enhance our ability to achieve real progress in mitigating disasters through the transfer of technology and the sharing of information and joint disaster prevention and mitigation activities. Bilateral and multilateral assistance and financial resources should be mobilized to support these efforts.

5. The information, knowledge and some of the technology necessary to reduce the effects of natural disasters can be available in many cases at low cost and should be applied. Appropriate technology and data, with the

corresponding training, should be made available to all freely and in a timely manner, particularly to developing countries.

6. Community involvement and their active participation should be encouraged in order to gain greater insight into the individual and collective perception of development and risk, and to have a clear understanding of the cultural and organizational characteristics of each society as well as of its behaviour and interactions with the physical and natural environment. This knowledge is of the utmost importance to determine those things which favour and hinder prevention and mitigation or encourage or limit the preservation of the environment for the development of future generations, and in order to find effective and efficient means to reduce the impact of disasters.

7. The adopted Yokohama Strategy and related Plan of Action for the rest of the Decade and beyond:

(a) Will note that each country has the sovereign responsibility to protect its citizens from natural disasters;

(b) Will give priority attention to the developing countries, in particular the least developed, land-locked countries and the small island developing States;

(c) Will develop and strengthen national capacities and capabilities and, where appropriate, national legislation for natural and other disaster prevention, mitigation and preparedness, including the mobilization of non-governmental organizations and participation of local communities;

(d) Will promote and strengthen subregional, regional and international cooperation in activities to prevent, reduce and mitigate natural and other disasters, with particular emphasis on:

(i) Human and institutional capacity-building and strengthening;

(ii) Technology sharing, the collection, the dissemination and the utilization of information;

(iii) Mobilization of resources.

8. The framework of action of the International Decade for Natural Disaster Reduction provides all vulnerable countries, in particular the developing countries, with the opportunity to achieve a safer world by the end of this century and beyond. In this regard, the international community and the United Nations system in particular must provide adequate support to the International Decade for Natural Disaster Reduction, and its mechanisms, especially the secretariat of the Decade to enable them to carry out their mandate.

9. The Yokohama Conference is at a crossroad in human progress. In one direction lie the meagre results of an extraordinary opportunity given to the United Nations and its Member States. In the other direction, the United

Nations and the world community can change the course of events by reducing the suffering from natural disasters. Action is urgently needed.

10. Nations should view the Yokohama Strategy for a Safer World as a call to action, individually and in concert with other nations, to implement policies and goals reaffirmed in Yokohama, and to use the International Decade for Natural Disaster Reduction as a catalyst for change.

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ECONOMIC AND ENVIRONMENTAL QUESTIONS: REPORTS OF SUBSIDIARY BODIES, CONFERENCES AND RELATED QUESTIONS

Preliminary version of the 1994 World Survey on the Role of Women in Development

Report by the Secretary-General

SUMMARY

In its resolution 48/108, the General Assembly requested that a preliminary version of the 1994 World Survey on the Role of Women in Development, which will be presented to the Assembly at its forty-ninth session, be submitted to the Economic and Social Council at its substantive session of 1994, through the Commission on the Status of Women. The present report contains a preliminary executive summary of the 1994 World Survey that reviews its main themes: poverty (paras. 13-23), productive employment (paras. 24-29) and women in economic decision-making (paras. 30-40). Present trends suggest that women are an increasingly decisive factor in economic growth, although they are not yet equal participants in the control of the process.

* E/1994/100.

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INTRODUCTION

1. The purpose of the World Survey on the Role of Women in Development 1/, 2/, 3/ is to present a periodic assessment of the gender aspects of economic development. The World Survey is prepared every five years, one year prior to the scheduled review and appraisal of the Nairobi Forward-looking Strategies for the Advancement of Women. It is intended, through an examination of the most recent information available, to identify trends on how men and women, in conjunction with their socially ascribed roles in society, affect and are affected by global economic processes.

2. The first World Survey, which was prepared in 1985, was one of only a few studies examining the role of women in the economy. Since then, the questi[illegible] of women and development has begun to be built into many mainstream surveys [illegible]e global economy, which have accurately described the situation of [illegible]omen ir[illegible] recent past. The third World Survey, which is to be published i[illegible]994, therefore concentrates on identifying trends and on considering how a gender perspective might change the way development concepts are expressed.

3. The 1994 World Survey was requested by the General Assembly in its resolutions 44/77 of 8 December 1989 and 44/171 of 19 December 1989. The final version of the 1994 World Survey is to be presented to the General Assembly in 1994 and, in accordance with resolution 36/8 of the Commission on the Status of Women, will be one of the principal documents before the Fourth World Conference on Women. In its resolution 48/108, the Assembly requested that a preliminary version of the 1994 World Survey be submitted to the Economic and Social Council at its substantive session of 1994, through the Commission on the Status of Women. The final version was to be completed by mid-1994. An abbreviated executive summary of the main document, emphasizing the initial findings on the main themes of the 1994 World Survey, was presented to the Commission on the Status of Women at its thirty-eighth session (E/CN.6/1994/13). The present report contains a more detailed executive summary. The final version of the 1994 World Survey is being prepared with the cooperation of organizations of the United Nations system, especially the International Labour Organization, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the International Trade Centre (UNCTAD/GATT) and the United Nations Industrial Development Organization, all of whom are contributing sections to the publication.

4. Since the 1989 World Survey, the world has experienced a number of dramatic changes in its economic relations, including a global recession, recovery in some regions, new growth sectors, structural adjustment, and increasing inequalities between countries and groups of countries as well as within countries. Those changes have occurred in a context of renewed emphasis on democratization, governance and the use of the market to direct economic development, as well as an increasing international interdependence, as reflected in the conclusions of the Uruguay Round of multilateral trade negotiations. The development debate now emphasizes sustainability and the human dimension.

5. The above-mentioned changes have not been gender-neutral in either their causes or their effects. Partly because of the nature of the process of economic growth and adjustment, and partly due to an enhanced enabling environment, women are increasingly becoming a decisive component of economic change. There is an increasingly evident correlation between the advancement of women and economic success. The very nature of restructuring policies has led to an increase in women in the labour force, initially as part of a lower-paid labour force in labour-intensive industry. Subsequently, progress in the liberalization of markets has reinforced that participation and is beginning to reflect itself in a movement of female labour into higher paid, more highly skilled sectors.

6. Although causality is difficult to prove and there may be national exceptions, a comparison of data over time suggests that in general, where women have been enabled to be full and equal partners in development there has been long-term economic growth with improved distribution. Where that enabling environment has not been provided, there has been stagnation and even decline.

7. Two key aspects of the enabling environment are the increasing achievement of de jure equality between women and men and the clear trend, in most regions, towards equality between women and men in access to education. Taken together, they have served to level the playing field for an increasing proportion of women and allowed them to participate fully in development, contributing with the particular skills and priorities that derive from their gender roles.

8. The gradual achievement of de jure equality for women is reflected in the increase in the number of States Parties to the Convention on the Elimination of All Forms of Discrimination against Women. In 1985, when the first World Survey was prepared, States Parties to the Convention numbered only 39; in 1994, they numbered 133, including all States in Latin America and the Caribbean, almost all States in Europe and in South-East and East Asia, and a majority of States in other regions. Although a number of States entered reservations on some articles, in most of them, ratification or accession has meant the elimination of legal restrictions that had impeded women from obtaining access to the means of production: land, capital and technology. Progress in exercising those rights has been less rapid, especially where there is a gap between constitutional principle and customary law, but the success of innovative programmes has demonstrated the potential of women's economic participation on an equal basis with men.

9. In most regions of the world, notable progress has been made towards gender equality in access to education at all levels. Table 1 compares the ratio of girls to boys at all three levels of formal education from 1970 to 1990. For primary school enrolment, there is near equality in most regions by 1990, a marked change from 1970. Even more rapid progress can be observed in secondary and tertiary education. The relationship between development and access to education can be seen in the ratios for the least developed countries taken as a whole: on average, there were 75 girls for each 100 boys in primary and only 37 in tertiary education.

Table 1. Average ratio of girls to boys in enrolment in schools, by level and region, 1970-1990

(Number of girls for each 100 boys)

	Primary education			Secondary education			Tertiary education		
	1970	1980	1990	1970	1980	1990	1970	1980	1990
Africa	65	74	79	46	57	69	20	30	32
Latin America and the Caribbean	94	95	95	98	107	109	72	74	106
Western Europe and other	95	95	95	90	98	98	53	72	94
Asia and the Pacific	66	78	84	58	70	77	46	63	84
Eastern Europe	94	94	96	97	91	94	78	106	104
World	77	84	87	67	80	85	46	61	75

Source: Division for the Advancement of Women of the United Nations Secretariat, based on information contained in Women's Indicators and Statistics Data Base (WISTAT), version 3, 1994.

10. There are, however, significant regional differences in progress. Africa lags behind the rest of the world in moving towards equal access, especially in the crucial tertiary level of education. Within Asia and the Pacific, there is a significant difference between southern Asia, where for each 100 boys in 1990 there were on average only 73 girls enrolled in primary, 60 in secondary and 37 in tertiary education, and South-East and East Asia, where the corresponding figures were 92, 90 and 74. In many regions, girls' enrolment exceeded boys at secondary and tertiary levels.

11. The rapid elimination of gender differences in access to education does not mean that the access problem has been solved. Globally, on average only 57 per cent of girls of school age were enrolled in primary or secondary education in 1990. In Africa, for example, the average was only 37 per cent and only in Europe did the proportion reach 90 per cent. The statistics on female education still provide only limited comfort. Although women are doing much better in terms of their access to education and the number of years of education they attain, the situation remains problematic with regard to the content of curriculum materials, which are often gender-biased; the social and organizational arrangements in the schools; and the presence of women in decision-making positions in the school system at all levels. Moreover, girls are still channelled into traditionally female fields and career paths, which is especially unfortunate in view of the skills women will need if they are to meet the challenges of information and technological progress and continue to take on gainful employment. An effort also needs to be made to address adult illiteracy, a consequence of former inequality in access to education that is far more prevalent among women than men.

12. The relationship between the global economic environment, the enabling environment and the role of women in the economy is evident in the analysis of the three central themes of the 1994 World Survey: poverty, productive employment and women and economic decision-making. That analysis leads to one overriding conclusion: the economic role of women has become more critical to development and must be taken into account when development policy is being formulated.

I. POVERTY

13. The extent to which poverty is on the increase as a longer-term global trend is debatable, but there is no question that the incidence of global poverty is greater than it has ever been, that poverty is increasing in at least some regions, and that women and men experience poverty differently.

14. It is often overlooked that poverty is measured by consumption. Poverty is the condition of not having enough food, shelter and other essentials to meet basic needs. The causes of poverty are complex and multidimensional and include such phenomena as inadequate access to or distribution of resources and markets at the national or subnational levels, natural disasters, internal and international armed conflict, and inadequate investment in human resources. The consequences of poverty, however, are quite clear. When the lack of essentials (food, clothing and shelter) reaches the limits of survival, poverty is absolute and people living under those conditions can only deal with immediate daily survival. There can be no saving or investment and few long-term aspirations. Even when poverty is relative, its consequence is to diminish human potential. Poverty begets poverty in a vicious cycle.

15. Poverty can be observed at many levels, such as the national level, the regional level and the community level. In terms of gender, however, the best unit of analysis is the household. Poverty is experienced in households, where people related by blood, law or common interest live together. Households are consumption units in which essential goods are shared. They can also be production units in which resources are pooled to generate income, although that household function has been declining with urbanization and the transition to an industrial economy.

16. All members of households are affected by the lack of essentials. Indeed, it is that common experience that produces survival strategies for poor households. It is economically rational for the household to spread out the risks of losing an income earner by increasing its size. At the margin, the cost of adding one more potato to the soup is outweighed by the value of obtaining another potential contributor. Similarly, it is rational for household members to migrate to seek income elsewhere, if they remit to the household, since that both adds to income and reduces cost.

17. There are rural-urban differences in poverty, since rural households tend to be both consumption and production units, whereas in urban areas the household and the workplace are usually distinct. A critical issue for rural women is therefore their access to and control over productive resources, which depend on the availability of, inter alia, land reform measures that promote

women's access to and control over the products of their labour; credit and financial services that address the unique situations of rural women; appropriate and affordable technologies; affordable units of agricultural input; sustainable development techniques that are incorporated into productive activities; and appropriate extension services and training. There are also differences in the availability of social services, which are more prevalent in urban than rural areas.

18. In addition to the rural scenario, there are other respects in which there is a profound gender dimension to poverty. Women, because of their socially ascribed roles, are responsible for managing consumption in times of scarcity. When the first shock of economic stabilization programmes comes in the form of increased costs for basic goods, women have to determine how to cope, often by denying their own needs. When the household income declines, they enter the labour force to help increase incomes, often the informal sector, a dynamic but uncounted part of the economy characterized by its flexibility and fungibility with the household. Increasingly, however, poor women are entering the formal labour market, often enduring extremely low pay and unsatisfactory conditions. Coping with conditions of poverty, increasingly as the de facto head of household, has begun to change women's self-image. The forces pushing women into the economy as a means of coping with poverty, especially when the sectors that generate employment preferentially employ women, have allowed many women to exercise their economic abilities outside the household for the first time. That experience, in the long run and given adequate public policies, can for many women be a basis on which to build a way out of poverty.

19. At the same time, because of their gender roles, women are expected to maintain their domestic responsibilities. When that proves impossible, daughters replace mothers in care-giving tasks, trading their own futures to help support the present needs of the household. The figures on the enrolment of girls mentioned earlier speak to that problem. There are also intra-household differences in consumption: women may reduce their own consumption to permit a greater share to go to other household members, or may receive a smaller share, one consequence of which is an inter-generational transmission of poverty.

20. When the woman is the only adult income earner in a household, whether as a result of widowhood, abandonment or the disability or unemployment of a spouse, the gender dimension of poverty becomes direct and acute. Usually, such a household has dependants, which reduces the possibility of outside employment; when combined with other discriminatory factors in terms of economic opportunities, the result for the household is almost inevitably poverty. Female headship is thus one of the surest indicators of household poverty, an indicator which has been rising.

21. While poverty can be examined in terms of consumption, it cannot be eliminated by addressing the consumption needs of the poor. Everyone has the right to development and there is a public responsibility for maintaining a minimum level of consumption. Merely maintaining that level, except as a matter of emergency action, may alleviate the symptoms but will not address the root causes of poverty.

22. Poverty requires a public response, but that response can be made by different actors using different means. The State, the market and the community have different roles, each of which are currently undergoing a process of rethinking, particularly the role of the State in regulating the market and making long-term investments in human development.

23. Poverty can only be eliminated by increasing income, which is as true of households as it is of States. For households, that means increasing the income brought in by household members, investing in them and providing employment opportunities. For States, it means increasing production both for export and for domestic consumption, through investment. For States, as for households, the policies chosen can help eliminate poverty or can increase it: some policies work, some do not. Based on the current global economy, targeting women is a policy that works.

II. PRODUCTIVE EMPLOYMENT

24. The relationship between the employment and the poverty of households and of nations is straightforward. Gainfully employed people have more income and are able to consume what they need and more as well. A strong domestic consumption can be the basis of continued national economic growth.

25. There has been a significant structural change in employment over the past decade that has to be understood in gender terms. Employment has feminized in a dual sense. First, women have been entering the formal labour market in unprecedented numbers, at a rate far greater than men. The averages (see table 2) show that the ratio of women to men in the economically active population has almost doubled over 20 years. Regional differences can be ascribed to different starting-points: the trend is indisputable for all regions. Considering that much of the economic activity of women goes unreported in national statistics, in terms of formal economic activity women are probably approaching equality with men. Moreover, in many countries the economic sectors that show greatest growth, such as modern services, light industry and information, have tended to employ women rather than men.

Table 2. Average ratio of women to men in the economically active population, 1970-1990

(Number of women for each 100 men)

	1970	1980	1990
Africa	39	58	71
Latin America and the Caribbean	35	48	62
Western Europe and others	45	60	72
Asia and the Pacific	28	42	48
Eastern Europe	79	81	85
Total	37	52	62

26. Second, the typical lifetime pattern of employment has shifted from one in which a career with a steadily rising remuneration could be expected in an enterprise, profession or craft, which has characterized male labour-force participation during most of the twentieth century, towards the episodic, part-time, low-paid pattern that has always characterized female employment. New approaches to productivity and new technologies have undermined the opportunities for stable long-term employment. As a result, in the course of their employment histories more men are being compelled to work under conditions that in the past were only allotted to women, who were perceived as part of a reserve labour force. The gap between the average remuneration of women and men is beginning to narrow, partly because of increased remuneration to women and partly because of decreased remuneration to men. Hard data on those phenomena are not yet available, but the hypothesis is beginning to be confirmed in micro-studies in a number of countries.

27. Changes in women's employment have occurred in the direction of those occupations that have realized the greatest growth. While the largest occupational category continues to be agriculture, the incidence of economically active women in the professional and technical, clerical, and sales categories is growing (see table 3). Moreover, in the higher income categories of professional and technical, and administrative and management occupations, women have made particular gains in the direction of equality with men (see table 4). Again, although the starting base was different, the trend is the same for all regions.

Table 3. Occupational category, by sex, 1970, 1980 and 1990

(Percentage)

	1970		1980		1990	
Occupational group	Women	Men	Women	Men	Women	Men
Professional and technical	11.94	5.62	11.76	6.56	13.17	8.22
Administrative and management	0.78	2.07	1.25	2.54	1.80	3.22
Clerical	10.81	5.86	11.79	5.71	13.25	6.51
Sales	7.76	5.98	7.93	5.27	9.91	7.22
Service	18.34	5.87	13.56	6.20	14.65	6.83
Agriculture	27.02	33.54	29.10	32.72	24.69	27.97
Production	14.54	32.06	29.73	29.71	12.63	31.66
Not classified, unemployed	6.07	6.27	9.52	7.53	9.00	7.45

Table 4. Average ratio of women to men in professional and technical, and administrative and management occupations, 1970-1990

(Number of women for each 100 men)

	1970	1980	1990
Africa	19	40	56
Latin America and the Caribbean	50	82	85
Western Europe and others	55	66	86
Asia and the Pacific	27	47	55
Eastern Europe	47	105	124
Total	36	58	70

28. A comparison of countries in terms of women in the economically active population and in higher status occupations suggests that the growth of women seeking and obtaining employment is a function of the global economic situation. The growth of women in higher status occupations is the delayed effect of increasing equality in access to secondary and tertiary education in the 1970s and 1980s. It implies that the currently increasing equality between men and women will have even greater effects on employment in the early years of the next century.

29. The implications of those developments are that women can be expected to provide an increasing share of the income available for consumption and investment. Here certain gender differences will probably be crucial. It is known that women have a higher propensity for saving than men do and are more likely to make choices based on foregoing present consumption for future benefit. It is thus likely that savings and investment on the part of women will become a potent source of resource mobilization for development. Together with the relatively higher productivity of women in growth sectors, that can be expected to lead to accelerated, women-driven growth over the next 10 to 20 years, which will have positive consequences for achieving sustainable development.

III. WOMEN AND ECONOMIC DECISION-MAKING

30. The increasingly important role of women in the economy is not yet reflected in economic decision-making bodies at the national, regional and international levels in either the public or the private sectors. In the most visible way, it is men rather then women who make the macroeconomic decisions. In the public sector, there are few women finance ministers or heads of central banks, although their number is growing. In the private sector, there are even fewer women heading large corporations. However, in the small- and medium-sized enterprises that underpin economic growth there is an increasing presence of

women owners and managers, which suggests that a structural change in the gender balance of economic management may be occurring.

31. In the public sector, statistics developed by the Division for the Advancement of Women of the United Nations Secretariat show that of the total ministerial level posts in the economic sectors of Government, including central banks, only 3.6 per cent are held by women. In 146 countries, no women at all hold ministerial posts dealing with the economy. There have been almost no women in the top management of international financial institutions.

32. The situation is worse in large private corporations. A study prepared by the Division shows that in the 1,000 largest non-United States corporations, only 1 per cent of the top management positions are held by women; in the 1,000 largest United States corporations, only 8 per cent of the top posts are held by women, mostly lower-level senior management rather than chief executives.

33. The reasons for that situation have to do with the predominantly male culture of private-sector management, the continuing current effects of past discrimination, and the lack of recognition of women's actual and potential contribution to economic management. Usually, if women gain access to entry-level jobs in large corporations, they tend to remain in the lower ranks and to be concentrated in women-dominated bureaucracies and management organizations. Women's choices tend also to be determined by gender-ascribed roles that thus limit their access to potential career posts.

34. Once in a potential career post, women are confronted with formidable and widespread impediments - gender-based impediments embedded in employment rules, regulations and performance evaluation - that restrict their vertical and horizontal mobility. Since conditions of work are largely constructed around the interests of men as employees and employers, they are often unsympathetic towards and unsupportive of the behaviour, roles and outlook of women. Biased attitudes are also embedded in the so-called male corporate culture and take such forms as sexual harassment, the exclusion of women from developmental opportunities, the exclusion of women from formal and informal networks and the downgrading of women's skills. The combination of biased conditions of work and the male corporate culture forms the so-called glass ceiling, an invisible but impassable barrier that prevents women from rising upwards professionally, regardless of their education and experience.

35. The delayed effect of their former underrepresentation in middle management is argued to be the most important obstacle faced by women: in that scenario, women are maturing into candidates for the next two decades. However, other studies show that trends in the upward mobility of women have been much slower than they should: at the current rate of increase, in most developed countries it will take 475 years for women to reach equality with men as senior managers.

36. There is some indication, however, that that trend will change dramatically in the coming decades. First, the participation of women in the formal employment market is increasing. Second, women are beginning to enter tertiary education in fields like law, business, and science and technology at a faster

rate than men (see tables 5 and 6). As a result, the pool of entry-level executives will increasingly consist of women. Third, as managerial styles change to become more flexible, women's skills are being seen as important for business.

Table 5. Average ratio of girls to boys in science and technology fields in tertiary education, by region, 1970-1990

(Number of women for each 100 men)

	1970	1980	1990
Africa	24	21	24
Latin America and the Caribbean	37	54	80
Western Europe and others	29	49	67
Asia and the Pacific	33	45	70
Eastern Europe	61	81	74
Total	32	43	56

Table 6. Average ratio of girls to boys in law and business in tertiary education, by region, 1970-1990

(Number of women for each 100 men)

	1970	1980	1990
Africa	12	43	36
Latin America and the Caribbean	30	92	115
Western Europe and others	25	54	85
Asia and the Pacific	25	56	70
Eastern Europe	64	134	124
Total	25	63	102

37. Perhaps more importantly, in many countries women are beginning to take the lead in entrepreneurship in small- and medium-sized enterprises in the sectors where growth is greatest: services and small-scale contracting. Those sectors are beginning to earn a share of global trade; studies by the International Trade Centre (UNCTAD/GATT) document the increasing importance of women in international trade.

38. That development reflects, in part, an adaptation of women's productive activities to the need for a flexible work environment. It may also may mean that women are perceiving that they are unable to reach the top in the formal labour market and are consequently shifting towards entrepreneurship. The growing number and scope of organizations of women entrepreneurs and managers has been directly linked with that phenomenon.

39. Whether that growth in female entrepreneurship will lead to a fundamental change in the way in which economic decisions are made will be determined by whether women obtain equal access to the essential inputs and policy for entrepreneurial activity: credit, information about technologies and markets. Much can be accomplished by women themselves creating networks and taking advantage of their market position. Other obstacles will require public action to level the playing field so that women can compete in the market on the same basis as men.

40. The lack of access to resources, including credit, is often linked to inheritance laws, matrimonial property and other legal impediments. Other obstacles cited include a hostile working environment and a lack of support services. In most countries, legal obstacles are being removed; it remains to be seen whether support services that are as attuned to women's needs as they are to men's can be mandated and designed.

Notes

1/ World Survey on the Role of Women in Development (United Nations publication, Sales No. E.86.IV.3).

2/ 1980 World Survey ... (United Nations publication, Sales No. E.89.IV.2).

3/ 1994 World Survey ... (United Nations publication, forthcoming).

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SOCIAL, HUMANITARIAN AND HUMAN RIGHTS QUESTIONS: INTERNATIONAL DECADE FOR NATURAL DISASTER REDUCTION

Note by the Secretary-General

1. In its resolution 44/236, the General Assembly proclaimed the International Decade for Natural Disaster Reduction and decided, inter alia, that in 1994 the Economic and Social Council was to carry out a mid-term review of the implementation of the International Framework of Action for the Decade and report its findings to the General Assembly at its forty-ninth session.

2. The World Conference on Natural Disaster Reduction was held at Yokohama, Japan, from 23 to 27 May 1994 pursuant to Assembly resolution 48/188. A report of the Secretary-General of the Conference on the implementation of activities of the Decade (A/CONF.172/4 and Add.1-4) was submitted to the Conference for its consideration.

3. The report will be made available to the Council for its consideration during the mid-term review.

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PROGRAMME AND RELATED QUESTIONS IN THE ECONOMIC, SOCIAL AND RELATED FIELDS

Modalities of reporting in the economic, social and related fields

Report of the Secretary-General

SUMMARY

In its resolution 48/162, the General Assembly requested the Secretary-General to report to the Economic and Social Council at its 1994 session on modalities of reporting in the economic, social and related fields. In pursuance of that request, the present report examines previous efforts and existing directives for the control and limitation of documentation and the reasons why those directives have not always been successfully implemented. It also discusses specific considerations in the resolution in regard to documentation, in particular the question of a system of integrated reports in the economic, social and related fields. Finally, it presents, for the consideration of the Council, a number of conclusions and recommendations for an improvement in the documentation situation.

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I. INTRODUCTION

1. As part of the continuing process of the restructuring and revitalization of the United Nations in the economic, social and related fields, the General Assembly at its forty-eighth session adopted resolution 48/162. The resolution contains, in annex I, further measures for restructuring and revitalization, including a number of institutional reforms bearing on the complementarity between the work of the Assembly, the Economic and Social Council and their subsidiary bodies. Annex II contains guidelines on the division of labour between the Assembly and the Council, and lists those items which are to be considered by the Assembly and by the Council. The results of the implementation of those measures and guidelines will initially be seen at the current session of the Council and subsequently during the forty-ninth session of the Assembly.

2. Of particular concern in the resolution as it discusses the ongoing Secretariat reform process is the area of documentation. It is recognized in paragraphs 35 and 36 of annex I of the resolution that, to better serve the activities of Member States in the Second and Third Committees of the General Assembly, and in the Council and its subsidiary bodies, ways and means to enhance the modalities of reporting in the economic, social and related fields need to be further examined.

3. That concern is not new. For a number of years Member States and the Secretariat have been preoccupied with such questions as the timeliness of the issuance of documentation, the number of reports and the length of individual reports before the Council and the Assembly. Both the capacity of the Secretariat to produce the reports and the capacity of members to absorb the information contained therein once reports are issued would appear to be severely tested.

4. At its current session, the Council will have before it, as indicated in the report on the status of documentation for the session (E/1994/L.14), approximately 50 reports prepared by the Secretariat, 27 reports emanating from subsidiary organs and several procedural reports. Each of those reports has received a legislative mandate for its production in a resolution or decision of the Council or the Assembly.

II. EFFORTS OF THE COUNCIL AT CONTROL AND LIMITATION OF DOCUMENTATION

5. Pursuant to Council decision 1989/105 of 5 May 1989, a task force was established to review the situation in regard to documentation before the Council. In its report (E/1990/93), the task force stressed the necessity of the implementation of its existing resolutions and decisions, in particular Council resolutions 1988/77 and 1989/114, as well as those of the Assembly, aimed at reducing the volume of documentation. Among those measures are (a) a 24-page limit for reports prepared by the Secretariat, (b) a 32-page limit for reports of subsidiary bodies of the Council, (c) preparation of an executive summary for each report that summarizes the actions recommended by the Council,

(d) ensuring that all Secretariat reports considered under a given item are consolidated into a single document, (e) drawing the attention of the Council or other intergovernmental body concerned, before decisions are adopted, to any request for documentation that the Secretariat would be unable to prepare and process on time and within approved resources, and (f) ensuring that documentation is available in accordance with the six-week rule. In its decision 1990/272 of 27 July 1990, the Council endorsed those recommendations.

6. The fact that the Council continues to face the same problems in regard to its documentation indicates the difficulty in the implementation of those recommendations, primarily in regard to length of documents and date of issuance.

7. The question of documentation cannot be discussed without also raising the issue of the number of meetings of subsidiary bodies of the Council and the Assembly and, indeed, the number of those bodies themselves. It is meetings that generate documentation. In paragraph 23 of the report of the Secretary-General on progress in the implementation of measures agreed upon for the revitalization of the Council, prepared in pursuance of Council resolution 1990/69 of 27 July 1990, the Secretary-General stated the following:

> Documentation is generated from two sources: one is the standing mandates of the subsidiary bodies that report to the Council; the other derives from requests for documentation contained in resolutions and decisions adopted by the Council under various agenda items. For documentation to be reduced, the Council has two options. It can reduce the number of its subsidiary bodies or it can exercise restraint in its request for documentation under particular agenda items. The Council can also exercise both options.

8. One could also argue that a reduction in the length of meetings of subsidiary bodies would bring about a reduction in the number of documents. However, experience has shown that documentation needs of the various subsidiary bodies of the Council tend to be relatively static from session to session. What increases documentation pressure, not to mention pressure on meetings services in general, is additional sessions to those already programmed: for example, an extraordinary session of a functional commission that is, by legislative authority, only to meet on a biennial basis. It has proved exceedingly difficult to curb the growing tendency of subsidiary bodies to meet on an annual basis, despite an existing legislative mandate for biennial sessions.

9. After the adoption by the Council at its substantive session of 1993 of the provisional calendar of conferences and meetings for 1994 and 1995 in the economic, social and related fields, the President informed the Council that it had authorized 44 sessions of its subsidiary bodies for 1994 and 43 sessions for 1995; three of the subsidiary bodies, which were authorized to meet biennially in odd-numbered years, were scheduled to hold special sessions in 1994. An approximate total of 100 weeks of meetings (almost two years of working days) had been scheduled for that calendar year. A conservative estimate of 29,000 manuscript pages of documentation was given for those meetings in 1994, which did not include some 2,000 pages of documentation for the Council itself. The

link between numbers of meetings and volume of documentation was made more than evident.

10. In October 1993, concerned with the growing volume of documentation, the Secretary-General established an interdepartmental task force to review all documentation on political matters. A similar task force was set up to deal with documentation in the economic and social sectors. The considerations and conclusions of that task force are incorporated into the present report.

III. CONSIDERATIONS IN ASSEMBLY RESOLUTION 48/162 IN REGARD TO DOCUMENTATION QUESTIONS

A. A system of integrated reports

11. Annexes I and II of Assembly resolution 48/162 address the problem of documentation in several instances. In paragraph 36 of annex I, the Secretary-General is requested to make recommendations on the advantages of establishing a system of integrated reports in the economic, social and related fields. Such a system would posit a series of global reports prepared by the Secretariat in, for example, the fields of macroeconomic policy coordination, social development, and environment and development in a similar fashion to the annual World Economic and Social Survey (formerly the World Economic Survey), which is currently before the Council (E/1994/65).

12. A number of broad surveys in the economic and social sectors are already prepared by the United Nations on a regular basis. In addition to the World Economic and Social Survey, they include the Trade and Development Report and the World Investment Report, both prepared annually by the United Nations Conference on Trade and Development (UNCTAD), the Human Development Report prepared annually by the United Nations Development Programme (UNDP), The State of the World Population Report prepared annually by the United Nations Population Fund (UNFPA), the State of the World's Children prepared annually by the United Nations Children's Fund (UNICEF), The State of the Environment prepared annually by the United Nations Environment Programme (UNEP), the Report on the World Social Situation prepared on a quadrennial basis by the United Nations Secretariat, and the economic surveys prepared annually by the five regional commissions and submitted to the Council (see E/1994/51, 52, 53, 54 and 55).

13. One advantage of such reports is that they consolidate information and recommendations in a broad field in a coordinated manner, thereby allowing for greater articulation of development perspectives and the formulation of policy options.

14. The question of extending that series of reports to include a "policy report" to be prepared by the Department for Policy Coordination and Sustainable Development of the Secretariat has been under discussion at the senior level of the Secretariat. It would be a synthesis of key policy issues and would draw upon, but not duplicate, other reports in the economic and social sectors that are submitted to the Council and/or the General Assembly. In view of the fact that the information contained in the World Economic and Social Survey, which is

prepared for the Council at its summer substantive session, would be among the necessary inputs to the policy report under discussion, that report would need to be presented to the General Assembly.

15. As to the more general question of integrated reporting to the Council rather than the more specific sectoral reports that are in general mandated, this is an approach which the Secretariat would warmly encourage. However, this would either require a further consolidation of intergovernmental bodies operating in the economic and social fields (since most reporting is in response to intergovernmental requests) or granting a mandate to the Secretariat to identify areas in which joint or common reporting to intergovernmental bodies could be undertaken.

B. Streamlining of documentation requirements

16. The pertinent passages in annex II to resolution 48/162 generally reiterate that which has previously been stated in regard to the need to streamline documentation for the Assembly and the Council, to issue documents according to the six-week rule and to reduce the total number of documents for each year. In other words, the Assembly requested that existing measures for control and limitation of documents be respected.

17. Such was also one of the conclusions of the Council's 1990 task force on documentation (see para. 5 above) and of the recently established interdepartmental task force. Enforcement of those measures has, however, proved difficult, in particular in regard to the time of submission and eventual issuance of reports in all official languages. Despite the good will and the best efforts of the Secretariat, the number and the timing of meetings of intergovernmental bodies and their documentation requirements have had the effect of compressing the time available for the preparation of documents throughout the entire process - from research and drafting by author departments, to clearance and editing, through translation and reproduction.

18. The conclusion of the Secretary-General in paragraph 23 of his earlier report (E/1992/86) that, without measures to reduce the number of meetings of intergovernmental bodies or of requests for documentation or of agenda items before the Council, "it is unlikely that the quality and timeliness of the documentation submitted to the Council can be improved", is no less valid in 1994 than it was in 1992 and no less valid for any other intergovernmental body in the economic, social and related fields than for the Council.

IV. CONCLUSIONS AND RECOMMENDATIONS

19. Previous recommendations of the Council on control and limitation of documentation appear to have had limited effect. A number of reports prepared by the Secretariat exceed the 24-page limit; reports of subsidiary bodies are rarely kept within the 32-page limit; many documents are not submitted in time to be issued according to the six-week rule; the number of documents before intergovernmental bodies shows no sign of decreasing.

20. Rather than repeating its previous recommendations, the Council may wish to consider the following measures in regard to control and limitation of documentation:

(a) Establishing a 16-page limit for reports prepared by the Secretariat for the Economic and Social Council or one of its subsidiary bodies. The production of addenda to such reports would be strictly limited to that which is included in the legislative mandate. The 24-page limit would continue to apply to consolidated reports that cover more than a single legislative mandate (see para. (e) below);

(b) Limiting the reports of the functional commissions and the subsidiary bodies of the Council to (a) a brief discussion on organizational and procedural matters and (b) recommendations, including resolutions and decisions adopted. The current practice of including an extensive summary of the discussion during the session should be discontinued;

(c) Requesting the Secretariat, at the time of the adoption of a legislative mandate requesting documentation, to indicate whether the documentation could be prepared within existing staff and financial resources and, if not, to give the costs involved;

(d) Mandating the presentation of oral rather than written reports, particularly in regard to progress reports and reports that are presented on an annual basis;

(e) Encouraging the submission of a single "consolidated" report on related topics under a single item or sub-item of the agenda;

(f) Requesting the Secretariat to compile for the Council and for each of its subsidiary bodies a list of documents mandated in resolutions and decisions to be adopted at a given session in order to give members a clear picture of all documentation requested and to include in the report on the status of documentation for a given session a list of all reports already mandated for the coming year;

(g) Making increased efforts at biennialization or triennialization of agenda items or subitems. The Council and its subsidiary bodies should consider if, in fact, the majority of agenda items need to be examined on an annual basis.

21. As the Council redefines its role as the principal coordinating body of the United Nations system in the economic, social and related fields, it needs to consider the role of documentation in that process. The purpose of the Secretariat in the documentation field is to provide Member States with the information they have requested in legislative mandates, while at the same time respecting directives on control and limitation of documentation and ensuring timely issuance of documentation. Member States can assist the Secretariat in that process by requesting only that documentation which fills a particular, stated purpose and by making efforts to limit the number of meetings that both require and generate documentation.

22. An improvement in the documentation situation will require the joint efforts of the members of intergovernmental bodies in the economic, social and related areas, in particular the Council, and the Secretariat. The Secretary-General wishes to assure members of the Council that the Secretariat will exercise its best efforts, in pursuance of the directives of Member States, to work towards that goal.

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ADOPTION OF THE AGENDA AND OTHER ORGANIZATIONAL MATTERS

Requests from non-governmental organizations for hearings

Report of the Committee on Non-Governmental Organizations

1. The Committee on Non-Governmental Organizations, acting in accordance with Economic and Social Council resolution 1296 (XLIV) and rule 84 of the Council's rules of procedure, met at United Nations Headquarters on 16 June 1994 under the chairmanship of Ruth S. Limjuco (Philippines) to hear requests from non-governmental organizations in category I consultative status for hearings by the Council or its sessional committees in connection with items on the Council's agenda.

2. The Committee decided to recommend that the organizations listed below be heard under the agenda items indicated:

CONFERENCE OF NON-GOVERNMENTAL ORGANIZATIONS IN CONSULTATIVE STATUS WITH THE ECONOMIC AND SOCIAL COUNCIL

(The Conference includes non-governmental organizations in categories I and II and on the Roster)

Item 10: Non-governmental organizations

INTERNATIONAL ALLIANCE OF WOMEN - Equal Rights, Equal Responsibilities

Item 5: Social, humanitarian and human rights questions: reports of subsidiary bodies, conferences and related questions:

(d) Human rights questions

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* E/1993/100.

(e) Advancement of women

(j) Cultural development

Item 10: Non-governmental organizations

INTERNATIONAL CHAMBER OF COMMERCE

Item 6: Economic and environmental questions: reports of subsidiary bodies, conferences and related questions:

(a) Sustainable development

(e) Transnational corporations

(g) Energy

INTERNATIONAL CONFEDERATION OF FREE TRADE UNIONS (ICFTU)

Item 5: Social, humanitarian and human rights questions: reports of subsidiary bodies, conferences and related questions:

(d) Human rights questions

(e) Advancement of women

(f) Social development questions

Item 6: Economic and environmental questions: reports of subsidiary bodies, conferences and related questions:

(e) Transnational corporations

Item 10: Non-governmental organizations

INTERNATIONAL COUNCIL OF VOLUNTARY AGENCIES (ICVA)

Item 3: Coordination of the policies and activities of the specialized agencies and other bodies of the United Nations system related to the following themes:

(c) Implementation of the agreed conclusions of the 1993 coordination segment of the Council relating to (i) the coordination of humanitarian assistance: emergency relief and the continuum of rehabilitation and development

Item 10: Non-governmental organizations

INTERNATIONAL COUNCIL OF WOMEN

Item 10: Non-governmental organizations

INTERNATIONAL ORGANIZATION OF EMPLOYERS

Item 6: Economic and environmental questions: reports of subsidiary bodies, conferences and related questions:

(e) Transnational corporations

Item 10: Non-governmental organizations

INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES (IFRC)

Item 3: Coordination of the policies and activities of the specialized agencies and other bodies of the United Nations system related to the following themes:

(c) Implementation of the agreed conclusions of the 1993 coordination segment of the Council relating to (i) the coordination of humanitarian assistance: emergency relief and the continuum to rehabilitation and development and (ii) coordination of the activities of the United Nations system in the fields of preventive action and intensification of the struggle against malaria and diarrhoeal diseases, in particular cholera

Item 5: Social, humanitarian and human rights questions: reports of subsidiary bodies, conferences and related questions:

(a) Special economic, humanitarian and disaster relief assistance

(e) Advancement of women

(i) International Decade for Disaster Reduction

Item 6: Economic and environmental questions: reports of subsidiary bodies, conferences and related questions

(h) Population questions

INTERNATIONAL MOVEMENT ATD FOURTH WORLD

Item 5: Social, humanitarian and human rights questions: reports of subsidiary bodies, conferences and related questions:

(d) Human rights questions

(f) Social development

(j) Cultural development

Item 10: Non-governmental organizations

INTER-PARLIAMENTARY UNION

Item 5: Social, humanitarian and human rights questions: reports of subsidiary bodies, conferences and related questions:

(d) Human rights questions

(e) Advancement of women

Item 6: Economic and environmental questions: reports of subsidiary bodies, conferences and related questions:

(a) Sustainable development

Item 10: Non-governmental organizations

IPS - INTER-PRESS SERVICE INTERNATIONAL COOPERATIVE

Item 10: Non-governmental organizations

ROTARY INTERNATIONAL

Item 5: Social, humanitarian and human rights questions: reports of subsidiary bodies, conferences and related questions:

(a) Special economic and relief assistance

Item 10: Non-governmental organizations

WORLD FEDERATION OF TRADE UNIONS (WFTU)

Item 5: Social, humanitarian and human rights questions: reports of subsidiary bodies, conferences and related questions:

(e) Advancement of women

(f) Social development

Item 6: Economic and environmental questions: reports of subsidiary bodies, conferences and related questions:

(e) Transnational corporations

Item 10: Non-governmental organizations

WORLD FEDERATION OF UNITED NATIONS ASSOCIATIONS (WFUNA)

Item 10: Non-governmental organizations

ZONTA INTERNATIONAL

Item 5: Social, humanitarian and human rights questions: reports of subsidiary bodies, conferences and related questions:

(e) Advancement of women